

4

Child and Family Welfare

*(Being the official organ of the Canadian Council on
Child and Family Welfare.)*

Vol. VII

MARCH 1932

No. 6

CONTENTS.

Boys In Trouble.....	1
Social Welfare Recommendations—Quebec.....	23
The "Children's Aid" and Child Protection—Hon. Martin Burrell.....	30
Amendments—Juvenile Delinquent's Act.....	35
"Whither Bound".....	37
An Important Alberta Judgment.....	39
Two Important Judgments—Ontario	
Rex versus Vahey—Toronto.....	41
Rex versus Eastman & Potter—Hamilton.....	44
Vancouver Welfare Federation.....	50
Dominion Unemployment Relief.....	52
Relief Problems, Salary Reductions, etc., in Health Agencies (U.S.A.).....	54
Notes of Interest—	
Mothers' Allowances in the United States; Interesting Relief Facts in the United States; Old Age Pensions in Toronto; A New Social Service in Toronto; Motion Pictures in Ontario; "Sunny- side", Kingston; Regina's Fine Achievement; Book Reviews; More Books on Unemployment Problems.....	57

DATES TO REMEMBER

SECOND NATIONAL BILINGUAL CONFERENCE

"Safeguarding the Family"

Montreal, April 11-12-13, 1932

ANNUAL MEETING

Canadian Council on Child and Family Welfare

Winnipeg, Monday June 6th, 1932.

THIRD CANADIAN CONFERENCE ON SOCIAL WORK

Winnipeg, June 7-11, 1932

Published by

The Canadian Council on Child and Family Welfare

Council House, 245 Cooper St.,

OTTAWA, - - CANADA

PUBLICATIONS

Free to Members. Extra Copies on Request.

- *No. 1. The Spiritual and Ethical Development of the Child, 1922.
- *No. 2. British Columbia's Child Health Programme, 1923.
- *No. 3. Agricultural Training for the Dependent and Delinquent Child, 1923.
- *No. 4. Reducing Infant Mortality in City and Rural Areas, 1922.
- *No. 5. The Juvenile Employment System of Ontario, 1923.
- *No. 6. A Statistical Review of Canadian Schools, 1923.
- *No. 7. Housing and Care of the Dependent Child, including Standards of Placement, and a Model Dietary for Children's Home, 1924.
- *No. 8. A Comparative Study of the Child Labour Laws of Canada, 1924.
- *No. 9. The Child of Canada's Hinterlands, 1924.
- *No. 10. Grants in Aid to Children in Their Own Homes, 1924.
- *No. 11. Courts of Domestic Relations, 1924.
- *No. 12. The Social Significance of Child Labour in Agriculture and Industry, 1924.
- *No. 13. A Comparative Summary of the Canadian Adoption Laws, 1924.
- *No. 14. Some Angles of Discussion in the Juvenile Immigration Problem of Canada, 1924, together with the Immigrant Children's Protection Act of Ontario, 1924.
- *No. 15. Juvenile Immigration Report No. 2, 1925.
- No. 16. Special Training for School-Age Children in Need of Special Care (5th Edition, 1930).
- *No. 17. The Juvenile Court in Canada, 1925.
- No. 18. The Council's Objectives, 1925-30. (Published in French also).
- *No. 19. The Child in Industry: Progress 1920-25, and Recommendations 1925-30.
- *No. 20. Progress in Education and Recreation, Canada, 1925-30.
- *No. 21. A Guide to Your Reading on Child Welfare Problems, 1927 (A Short Classified Bibliography.)
- No. 21-S. H. Some Sources of Material re Health Education for Schools.
- No. 21-U. A Reading List on Unemployment and Relief.
- No. 22. Legal Status of the Unmarried Mother and Her Child in the Province of Quebec, 1926.
- *No. 23. Teaching International Relationship (to children), 1927.
- *No. 24.—The White List of Pictures Children Will Like, 1927.
- No. 24A. Motion Pictures Children Will Like. (Bi-monthly)
- *No. 25. Canada and the World's Child Welfare Work, 1927.
- No. 26. Progress 1920-25 and Recommendations 1925-30 in Child Welfare Legislation, 1926.
- *No. 27. Problems in Family Desertion: Prevention, Rehabilitation, Legislation, 1926.
- *No. 28. Child-Placing, 1926.
- No. 29. Canada and the International Child Labour Conventions (August 1, 1926).
- No. 29a. Action Necessary by the Nine Provinces of Canada for Canada's Adherence to the International Child Labour Conventions (August 1, 1926).
- *No. 30. Study Outlines of Some Child Welfare Problems in the Canadian Field, 1927.
- *No. 31. The Story of the Curly Tails, 1927. (In English and in French).
- No. 32. What is Malnutrition?
- *No. 33. The Home Training of the Blind Child, 1927.
- No. 34. The Juvenile Court in Law and the Juvenile Court in Action, 1930.
- No. 35. Infant Deaths in a Canadian City, 1928.
- No. 36. Child Welfare Legislation in Canada, 1926, 1927, 1928, 1929.
- No. 37. The Recidivist Group and Custodial Care, 1928.
- No. 38. Sex Education in the Child Welfare Programme, 1928. Second Edition, 1931.
- *No. 39. "Several Years After." Report of Juvenile Immigration Survey, 1928.
- No. 40. "In Answer to Your Query" (Directory of Child Welfare Agencies), 1928.
- No. 41. Maintenance Costs of Children Granted Public Aid in Canada. (At Press).
- *No. 42. Recreation: A Suggested National Programme, 1928.
- No. 43. Canadian Legislation re the Age of Consent and the Age of Marriage, 1928.
- No. 44. Save the Baby from Rickets. (Second Edition 1932)
- No. 45. Play and Play Material for the Pre-School Child, 1929.
- No. 46. Legislation; Canada and Her Provinces Affecting the Status and Protection of the Child of Unmarried Parents, 1929.
- No. 46A. Comparative Summary: Legislation of Canada and Her Provinces Affecting the Status and Protection of the Child of Unmarried Parents, 1929.
- No. 47. An Investment in Health—School Lunches for Rural Districts, 1929.
- *No. 48. Youth in Revolt, 1930.
- No. 48A. Youth in Revolt. (Second Edition, 1931)
- No. 49. Private Home Care for Children in Need, 1930.
- No. 50. The Council of Social Agencies in the Community. (Reprint, May 1930 Bulletin.)
- No. 51. The Protection of Child Life. A Story in Pictures, 1930.
- No. 52. The Relationship between Public and Private Agencies in the Family Field
- No. 53. The Family Court, 1930.
- No. 54. Provisions for Maternal and Child Welfare.

(Continued on inside back cover)



Child and Family Welfare

Vol. VII

OTTAWA, MARCH 1932

No. 6

"BOYS IN TROUBLE"

A STUDY BY HARRY ATKINSON.

Superintendent of the Manitoba Industrial Training School.

(A review of the work of the Manitoba Industrial Training School for Boys, over a five year period—from July 15, 1926 to July 15, 1931).

In 1931, the Council published under the caption "YOUTH IN REVOLT," the final report of its special study of youthful offenders in Canadian penitentiaries. It will be remembered that this study was entrusted to a special committee, under the convenership of Mr. Frank Sharpe, General Secretary of the Big Brother Movement of Toronto. Mr. Atkinson, Chairman of the Council's Section on Delinquency was, ex-officio, a member of that committee.

Arising from that committee's work, two interesting suggestions emerged, (in addition to the recommendations proper of that report). The report had revealed the disturbingly large number of youthful inmates of the penitentiaries who had spent varying periods of time in provincial reformatory or penal institutions, prior to conviction for penitentiary terms. Of those, who had spent long periods of time, in the aggregate in reformatory care, another disturbingly large percentage showed recurrent histories of juvenile court appearances, prior to initial commitments to the Industrial Schools. Both groups revealed, in many cases, a home and family background of marked social instability. The suggestion was therefore made that studies which would supplement, as it were, the implications of "Youth in Revolt," by going behind the conditions therein revealed would have great constructive value. Such studies, it was felt, should visualize what might be described as the prelude to these penitentiary histories, by exploring on the one hand the histories of a group of boys, committed in a given period to an Industrial School, and on the other hand, by examining the stories of a group of boys within an Industrial School, and following their release.

The study outlined in the first suggestion was immediately undertaken by the Toronto Big Brother Movement, under Mr. Sharpe's direction. Mr. Joseph MacDermott, a graduate student in sociology, attending the Social Science Department, of the University of Toronto, was entrusted with a complete analysis of the social histories of 43 boys, committed during the years 1929 and 1930, through the Toronto Juvenile Courts, to terms of varying length, in the Ontario Industrial Schools. The results of this study have just been published in pamphlet form, as "Whither Bound," copies of which are available, free of charge, from the Council office.

It remained for Mr. Harry Atkinson, the energetic and successful head of the Manitoba Industrial Training School, to undertake the third line of study, the analysis of the influencing factors in the lives

of a group of boys within a reformatory school, and immediately upon their release. The results of such a study of 636 boys, passing through the school, of which he is the head, in a five year period from 1926 to 1931, Mr. Atkinson has now placed at the Council's disposal. Though made "to show progress; to discuss problems relative to the work of the school and to make suggestions for the future," the study seemed to fit so effectively into the whole picture that the summary is herewith offered, under what seemed an appropriate title to describe these lads whose ways had so early become "bound in shallows and in miseries."

It is felt that this trilogy of studies: "Whither Bound," "Boys in Trouble" and "Youth in Revolt" will prove a source of valuable information and suggestion to workers in the delinquency field.

The Manitoba study deals with the stories of 636 boys, of whom 47 were admitted to the School prior to the period covered therein. The other 589 represented commitments, roughly 60% of which were from the urban area of Greater Winnipeg, and all the remainder scattered through the smaller cities, towns and rural areas of the Province.



COTTAGES OF NEW BOY'S HOME.
Portage La Prairie, Man., 1932.

Birthplace and Nationality.

Tables accompanying the report (and appearing in the appendix of this article) show that of 1272 parents, only 207 were Canadian born. Over 25% of the parents were Ruthenian or Italian. All but some 5% of the boys, however, were Canadian born, over 66% being born in Manitoba. Of this aspect of the situation Mr. Atkinson writes:

"The high percentage of foreign parentage should not result in criticism of the foreigner. These people are herded together in the poorest parts of our cities. Their playgrounds are the warehouse districts and the railway tracks. There is the clash of ideals. In the home the parents use another language, other customs; they have the standards of the "Old Country." In the schools and on the streets the children use another language, see other standards of conduct and have other ideals before them. The children are unstable in their conduct because of this conflict. The folk ways and standards of the old country though often high in the home of the foreigner have no chance to make the deepest impression upon the life of the children. Their impressions of our own ideals and standards these children receive from the schools

and the streets. The discipline of the old country and the freedom of the new in conflict often result in the undoing of the boy.

That 212 were born in Manitoba and 205 in Winnipeg, subject to the influences of our civilization, indicates a weakness in community life as well as in the home. Five hundred and forty-five boys out of six hundred and thirty-six had not belonged to any organized club or other endeavor. Five hundred and seventy-three had belonged to street gangs. Five hundred and eleven were addicted to smoking cigarettes. Coming as they do from overcrowded and unattractive homes, they have spent most of their lives on the streets where character has deteriorated. An attractive club room which could have given recreation, fun and constructive character building activities would have gone a long way towards keeping many of these boys from coming to us.

Brothers.

It is interesting to note that during this five year period 45 families have given the school 99 boys. One family sent 5 boys, one after the other. Six families gave 3 boys each while 38 families gave 2 boys each. Twenty-three other brothers and sisters were also known to have court records. In 80% of these cases the older brother came first and in 20% two brothers came together. Forty-five families provided one-sixth of the population of the school in five years. In 80% of these cases society through such social services as it had created failed to stop the home from drifting down even though it had been warned by the delinquency of one of its members.

Ages at Commitment.

Mr. Atkinson writes vigorously of the age of commitment:

"Several boys of 8, 9 and 10 were sent to the School in 1927 and 1928. One over-zealous Probation Officer brought five children ranging from 8 to 15 years all committed to us for five years. When I asked why they had sent him one bright little fellow started to cry and said, "I was too small to stook." This boy spoke the truth. He had done no wrong other than that he was too small to do farm work. Two brothers 8 and 9, brought in from a bad home in the country, were committed as "neglected children." Another bright youngster of eleven years was sent to us for five years—"in that his mother failed to perform her parental duties." Now that the Act has been changed* no neglected child (as such) can be committed to us. He must be a delinquent. With the co-operation of the Judges in this Province only extreme cases of children under 12 years have been sent to us. The figures show a decreasing number during the years 1930 and 1931.

No child under 12 years should be sent to any reform school until every other method has been tried out. So young a boy becomes the object of pity on the part of the older boys who spoil him. They become his hero and attitudes of conduct are set up which often lead the smaller boy into crime.

Care should be taken in committing older boys with mental ages of 8, 9 and 10 years. Their bodies may be big but these mental defectives develop a training of cunning and trickery which will make them

* This change was a recommendation made in the report on the Child Welfare Act in 1928-29 by the Canadian Council on Child Welfare.

a menace to society upon their release. If the school is not equipped properly to segregate and train this type they should not be committed.

Study of the age tables shows a gradual rise in the numbers committed at varying ages until age 15 becomes the peak. Sixteen closely follows it. With his body filled with new forces which he cannot always control, the adolescent still demands the best efforts of society to understand him, to meet his needs and to give him guidance during this period.

Great care should be exercised in committing boys of 18 years or over. The school is not a jail and should not be expected to do the work of one. Older boys with strong criminal tendencies and long records of crime need stern discipline. If they are put into the school, which is wide open, their first reaction is to escape which is good neither for them, for the school, nor for society.

Some older boys who have broken the law under stress of immediate circumstances and without previous records can be helped by our school and perhaps saved from being sent to jail or to the penitentiary. But such cases should not be committed to the school without consultation with the Superintendent and careful prior review of the boy, his home and his criminal act."

Mentality and School Attainments.

"The school grades indicate the type of mentality of the pupils in the School. Many are retarded, some by physical defects which, if remedied, might have kept the boy in school longer and prevented truancy which is often the beginning of juvenile crime. Some are out of school because of misunderstanding on the part of the teachers. Some have had to go to work to help the family. Some could not pass "so just quit."

Very few of the boys have been mentally examined before commitment. Even repeaters have not been so examined. It has been left to the School to discover that in many cases repeated delinquency was due to defective mentality.

Typical of the results of such tests when held are the following boys:

2 had 40 I.Q.; 1 had 45; 1 had 50; 2 had 52; 1 had 54; 2 had 56; 1 had 56; 2 had 57; 1 had 58; 2 had 61; 1 had 62; 2 had 67; 3 had 70; 1 had 71; 2 had 74; 2 had 76; 1 had 77.

"While," Mr. Atkinson writes, "the I.Q. does not give the whole picture of any boy it should be duly considered when his wrong-doing seems to warrant commitment. Boys of low mentality cannot help but go down in morale when housed with boys with criminal tendencies.

Our biggest problems are those of boys with low mentality who have a personality complex. These should be under the care of a psychiatrist, not sent to an Industrial School, until such schools are equipped to deal with this kind of case."

At the Manitoba School, every boy is encouraged to take up school work and finish grade eight. Any who are capable of making any progress must attend but where the I.Q. is low or there are any personality conflicts the boy is put to work. Several have written their entrance examination, one grade ten and another grade eleven.

The School's experience has shown that boys with low I.Q.'s are capable of making good farm hands. The following examples taken from the records show what can be done with boys of this type:—

- I.Q. 51: On farm 14 months, earned \$200.00. This boy was released, found home conditions bad, returned to the school to be placed on the farm again.
- I.Q. 51: Sentence 5 years. In school 1 year. Is still on farm, earned \$225.00 for 1 year, will remain another year at increased wages, gets fine report.
- I.Q. 55: Sentence 2 years, in school 10 months, on farm 5 months, earned \$85.00, returned to school for winter, will be placed out again in the spring.
- I.Q. 51: Sentence 2 years, in school 11 months, on farm 4 months, earned \$50.00, is still on farm where he will remain this summer, gets fair report.
- I.Q. 59: Sentence 2 years, in school 10 months, on farm for summer, earned \$50.00, is still on farm under contract until December at \$120.00.
- I.Q. 65: Sentence 18 months, in school 7 months, on farm 8 months, earned \$130.00, is now on another farm under contract to stay until December 1931 at \$125.00, fair report.
- I.Q. 64: Sentence 1 year, in school 4 months, on farm, released to go home, earned \$65.00, good report.
- I.Q. 67: Sentence 2 years, in school 2 months, on farm 6 months, earned \$120.00, this boy has no home, is still on farm.
- I.Q. 58: Sentence 5 years, in school 12 months, on farm 10 months, earned \$225.00, still out on farm, and under contract to stay another year at increased wages, gets splendid report.
- I.Q. 51: Sentence 2 years, in school 16 months, on farm 8 months, earned \$200.00, was released at expiration of sentence, went home, found conditions bad, came back to school to be placed again on farm.
- I.Q. 65: Sentence 3 years, in school 24 months, on farm 12 months, earned \$175.00, was released at the end of his sentence, fair report.
- I.Q. 62: Sentence 3 years, in school 18 months, on farm 15 months, earned \$150.00, released, came back for second term with same farmer, fine report.
- I.Q. 57: Sentence 4 years, in school 2 years, on farm 12 months, earned \$325.00, released to go home, got an excellent report."

Physical Problems and Medical Care.

Medical examinations are made quarterly by a nurse from the provincial services, with a doctor "on call." A hospital ward is provided within the School, but serious cases are transferred to the local hospital. The results of these examinations revealed no less than 80% of the boys to be suffering from some physical defect.

"One finds that 30% had unsound teeth which no doubt affected their conduct. Even adults are unsociable persons when they have an aching tooth.

20% had diseased tonsils which impaired their health.

12% had defective vision, which made their school work a burden.

These defects are attended to as far as possible by medical aid and we have found, over and over again, that as the boy's health improves so does his conduct. Medical Science experimenting in the field of criminality is already emphasizing the importance of proper medical care of childhood.

No worker in the field of Juvenile Delinquency should fail to investigate the physical health of the child when seeking a cause for his wrong doing."

Religious and Spiritual Factors.

"While all these boys claim some religious affiliation, the church has played a very small part in their lives. The majority of the boys have very little idea of what the church stands for, and no knowledge of what it teaches.

The pastors of the local churches have held conferences at the school and some attempt has been made to interest the home pastor of each boy upon his release. The local pastors have free access at all times to our school, and earnest effort has been made by them to teach the youth in the particular branch of the church to which he belongs. Each boy's "Faith" is respected, as we believe the spiritual forces of life are the most important. Any religious treatment the boys may have had before coming to us will be best intensified by the same associative set. If either Protestant or Catholic Churches have had the beginning of the training of the youth sent to us, it is their responsibility to continue it and seek to bring the best out of the life under its care.

A more active interest in our school graduates would greatly assist the boys during the period of settling back into society and nobody could do a finer piece of service for his Master than to assist a boy in his fight to regain his character and to win his loyalty to the greatest institution for character building in the world, "The Church."

The Courts, Remands, Probation and the Repeater.

"The use of the school for holding boys on remand has been discontinued by the order of the Attorney-General. Long remands cannot fail to have serious effects upon the boy as during that period he is upset in mind and his home and school life are disturbed. This makes it more difficult for him to settle down again into them. The family are on edge. The teacher knows "Johnny is in the coop" and he often loses "caste" both with the teacher and his classmates.

A large number of the boys sent to us have been held in jail on remand from one week to a month or more. Whatever may be the reason for these long remands, irreparable harm has been done to many boys. They are mixed with every kind of criminal mind and they cannot escape contamination from the atmosphere of filth and lawlessness which is present in such places. Many boys have frankly stated that they have learned a great deal about wrong doing while on remand. Thrown into company with older men who are quick to sympathize with the youngsters they fill his mind with plans for other jobs and initiate him into all the crookedness of the underworld.

These boys come to our school feeling that society has been unjust to them or that they are "tough" and that this is a school for "kids". The task of helping these boys back to citizenship is thus made more difficult but the pictures which have been painted in the chambers of their imagery retard their progress to clean manhood for a long time.

Just what being put on probation meant to the boy could not be discovered. To many it meant going to the Court Office weekly or monthly to have a card marked. Visits to the homes by the officers or written reports from the parents apparently did not figure. Very little reliable information could be gained from the boys themselves. One is driven to the conclusion that practically no after care is being done in connection with the boys who are released from our school."

The report contains lengthy tables, dealing with various phases of the "repeater" problem, represented by 75 cases in this total of 636 boys in the five year period under record.

Perhaps most significant in these tables is one revealing that all of these boys had had previous convictions before their first commitment to the School. These convictions ran from one prior offence in the case of 3 boys to 4 boys, with 10 prior convictions, 4 with 11, 2 with 12, 1 with 15, and 1 with 19 prior to their first admission to the School. The School may well ask what chance it has when its first contact is with a case, with which other agencies have twelve times failed.

Forty-two of the boys were mentally examined and all but 4 were under 100 I.Q., 3 of these latter being over par. The greater number were under 80. The school grades of the majority also indicated retardation.

In 32 cases, the mothers of the boys were dead, deserted or definitely "bad", with 3 further handicapped by "bad" stepmothers. In 16 cases, the father was dead; in 14, "away", in 33, definitely "bad" while the stepfather problem existed in 6 cases. No less than 34 of these 75 repeaters returned to homes from which brothers had also been convicted.

Of the 75 boys, 2 had no homes, but of the other 73, the homes were in no case described as suffering from extreme poverty, but in 25 discipline, and in 21 morality were described as definitely bad"". The home background ranges from this to the group of 12 where economically the home was described as good; 6 where discipline was good, and 14 where moral conditions were so listed.

Summarizing, the report states:

"Some judges have claimed that a boy who is released from the Reform School is still under their care and direction and the boy is ordered upon release to report to them and is put on Probation. Other Judges assume that their responsibility ends upon commitment to the school. Until some clear understanding is arrived at, after care, so vital to the boy just released, will continue to be superficial and inadequate. The necessity of means of getting the boys out of the school, once committed, demanded a Probation Board and the Judges of the Juvenile Courts throughout the province, together with the Director of Child Welfare, the Superintendents of the Industrial Homes, and the Probation Officers of the various Courts meet periodically and review cases for release. This Board has done a great deal to co-ordinate all the work of the Juvenile Courts in our Province and has been of great assistance to all dealing with the problem of Delinquency. With the full records con-

cerning the boy himself, his record in the school, his period of delinquency prior to commitment, his home, school and social life, this Board can go a long way in arriving at a wise decision regarding action to be taken, concerning a boy's release.

The real problem of after care, however, is nowhere satisfactorily solved and the number of the recidivist group continues to grow in every penal institution. The study of this chart does not show one, but many factors which enter into the picture of this group of repeaters and until we are prepared to tackle this problem seriously the vicious circle will go on. This group will cost our province a great deal of money. The question to be faced is one of relative values. Would it be cheaper to make adequate provision for the help and the guidance of those being released from our institutions, than it would be to pay the cost of maintaining enlarging institutions in which to house them when they have done wrong again?"

Training Within the School:

The report describes at length the spirit and routine of the school. Of discipline, Mr. Atkinson writes:

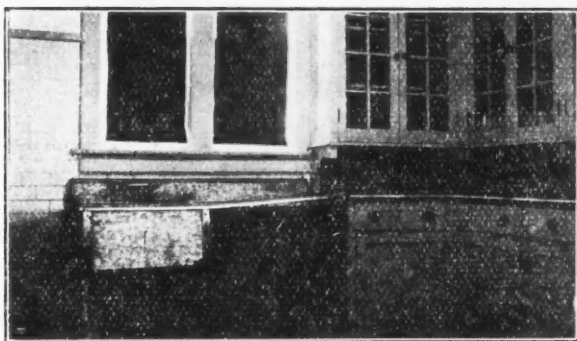
"All school heads whom I have met are wrestling constantly with this problem. During my first year visitors remarked, "what these boys need is discipline." When pressed for a definition of the word, ninety per cent of them had corporal punishment in mind. Public floggings were in vogue. The boys would be lined up in their night-shirts and the victims would be thrashed. As I watched the result of the thrashing on the faces of the boys, tense, sadistically interested, physically nauseated, morally indignant, or cowardly fearsome, as the case may be, I questioned the value of physical punishment as a deterrent or a means of discipline. While there may be a place for physical fear in the discipline of youth, the higher methods must be adhered to or the school will make very little progress in the work of character building. Real discipline comes from within. Punishment should be administered so as to develop self-control. It is easier to punish a boy than to take time and patience to try to discover the motive which prompted him to do that particular act, and when the motive has been discovered, to get him to work with you to prevent a recurrence of the act. Most of the boys sent to industrial schools lack moral courage. They feel inferior, they have been told a good many times that they are bad and their actions are often an attempt at self-expression.

Discipline should be used so that the boy gets his richest satisfaction when he obeys the law. The more stupid, the more superstitious, the more ignorant, the age, the more freely the rod has been used. Before a boy is sentenced to be whipped, we must remember that self-respect is essential to good citizenship and whipping, especially if administered before others, is perhaps the most dreadful blow to self-respect and personal pride that could be devised.

I agree that these boys need discipline, defining discipline from "disco"—I learn, associating with it a regular habit, diligence and fairness to one's self. Many a boy has to learn respect for the law, his experience with the police courts not having taught him that respect. His home back-ground has been one of license, his gang experience has taught him that might is right. This respect is not always taught by

the use of the strap. For every boy whose conduct is improved by fear of punishment a score are made sullen, resentful and rebellious by the same method. Corporal punishment reaches a boy at his lowest level, violates his personality and assumes that he cannot be reached in any other way. It may compel a boy to do right temporarily because he dreads the thought of a beating; but it does not build up any moral values. A morality built on fear is sham. Schools that endeavor to maintain discipline by imposed rules, espionage and severe penalties, have always been places of secret violations of rules and nests of deception to avoid detection.

The first law of our school is obedience; boys must learn to obey. If a boy revolts against an order, he can go to the office and lodge his protest after he has obeyed. This works two ways; it keeps up the standard of orders given by the staff and also establishes confidence in the mind of the boy as to the reason why he should do things that way. Blind obedience has little value in character training. Subservience to elders because they are elders doesn't necessarily mean a high standard of order. Habit training should assist a boy to adapt himself in a satisfactory manner to his social group and help him to cultivate his own life in the right channels.



KITCHEN SINK.
Portage Boys' School.

Four Principles of Discipline.

1. Positive suggestion rather than negative command.
2. Co-operation. To travel with the boy. Leader and boy working together is much more effective than working against each other.
3. Faith. A boy will try very hard to measure up to the standard. All our appeals to the honor of the boy that have any value in them are based upon a compelling expectation of a favorable response.
4. Commendation. Too much is often said about the boy's weakness. A boy's respect for himself depends upon what he thinks of himself and what he thinks others think of him. Boys in industrial schools have been called bad so often that sometimes it comes as a surprise to them to find someone who praises them for good work. Showing our appreciation of the actions which please us will go much further towards winning them to the right than constantly stressing his faults and punishing him for them.

The four principles of discipline worked out by the National Committee on Boys' Work, are an admirable guide to all who are working with boys. What we are seeking to do with the boys sent to us is to make them love the right and to be able to build up in their lives the ability to decide and the courage to stick to that decision.

OUR "WEEKLY PROGRAMME."

Upon entry each boy has the choice of joining one of the following classes which meets every Monday evening:—first aid, physical training, dramatics and singing, net making, study of plant and insect life and manual training.

The other evenings of the week every boy must play in competition for his group,—basket ball, group games and skating in the winter, baseball and swimming in the summer. On Sunday the boys attend uptown, the church of their own faith and the afternoon is spent in letter writing and hikes.

Every Sunday evening all boys meet in assembly with the Superintendent. After singing and a story the work of the week is reviewed. Complaints are aired by the staff and boys; and adjustments agreed upon. This meeting does a great deal to iron out difficulties, and keeps a good spirit of co-operation between staff and boys. The weekly standing of each boy is read out. The respect of one's social group is the great influence which helps us all to do the things that we should and this is given full play here. It is a hard task for a boy to have to explain before his fellows why his marks are low. Many a boy has determined to stand higher in conduct marks next week to gain the respect of his group.

Daily Routine.

Rising hour:

Farm boys, 6.30 a.m.; Others, 6.45 a.m.; Breakfast, 7.15.

Trades: 8.30 a.m. 9.00 a.m. School. 11.30 a.m. Preparation. 12
Dinner.

1.00 p.m., Trades and School. 4.00 p.m., School released; play hour.

5.30 p.m., Supper preparation. 5.45 p.m., Supper. 7.00 p.m., Roll
Call.

7.00 to 8.30 p.m., Games, Class Lectures, etc.

9.00 p.m., Boys are allowed to read under supervision.

10.00 p.m., Lights out.

Daily Menu (Sample only. This varies with the seasons).

Boys' Breakfast:

Cereals. 2nd Course: Bread and butter, fruit, coffee, milk.

Boys' Dinner:

Meat, potatoes, 2nd vegetable, gravy. Dessert, bread, milk and tea.

Boys' Supper:

1st course. Cake, fruit, bread and butter, tea, milk.

A monthly letter is sent out to all the boys on the farms and a correspondence is kept up with a great many of our older boys. Many come back to the old school to tell us of their success or failures and we are free to say that the school motto, "Play the game" still influences a large number of them.

Grouping at Present Existing in Our Schools.

Our system of marking enables the boys to advance in status on a basis of good conduct. There are five groups.

The first group is "the Defaulters." All new boys are placed here when they arrive. Any boy escaping, attempting to escape, or discussing escape, caught with keys, caught with tobacco, or whose conduct merits a benching, is placed on the list. Boys in this group must wear overalls on Sunday, receive no visits, and are allowed no privileges.

Group 2, "the Thinkers," wear good clothes Sunday, can receive visits in the rotunda, and may receive extra work.

Group 3, "the Climbers," wear good clothes Sunday, can receive visits in the rotunda, can order candy, and may be excused from extra work.

Group 4, "the Winners." When a boy has reached Group 4, he stays there until he has been there 6 months, when he is considered for the Honor Group, according to his conduct and marks. He can wear good clothes on Sunday, can go uptown with visitors, may order candy, and go to a show monthly under guard, and may be excused from extra work.



Bright Attractive Dining Rooms in each Cottage.
Portage Boys School.

Group 5, the "Honor Group," wear good clothes Sunday, can go uptown with visitors, may order candy, go to a show every fortnight without a guard, go for walks on Sunday without guard, may visit home for a week, can run errands uptown for staff, can be excused from Sunday duties and extra work. Boys who are sent to the school a

second time are not eligible for this last group until they have served half their time providing their sentence is more than a year.

Property Rights.

At present property rights and the rights of others are being stressed. Values are placed on all goods received by the boy and he must earn these by good work over a certain period of time before he can be granted any privileges and even these he has to earn. If he loses his mitts, i.e. through carelessness, he has to work harder to get another pair. Each boy darns his own socks and attends to his own clothes, etc. We value what we work for and a sense of possession is the first requisite for the recognition of the rights of others. The new boy gets no new clothes, etc., and as he climbs he gets dessert with his meals. This system of graduation is the most effective discipline.

Trades.

This is the most difficult phase of institutional life. To find out what unstable youth demands is easy. To discover his ability, capacity, and keenest interest is difficult. Youth will desire to be a mechanic today and an artist tomorrow. The will to accomplish the desire is often lacking in the type of boy that is sent to any Training School. We have been able to turn out some fairly good carpenters, bakers, cookees, and painters. Two or three boys have been taught to use the typewriter and have followed a course in the Business College after leaving here, one being successful in winning the gold medal in Winnipeg. Every boy with mental capacity has been kept in school and encouraged to work towards the higher grades. Boys have worked in our Kitchen, Bake-Shop, Laundry, Shoe Shop, Carpenter Shop and Garden and *the emphasis has been laid on teaching the boy to work well.*



Bright Airy Dormitory for 12 Beds.
Portage Boys School.

Very few trades taught in penal institutions are followed by the inmates upon release. Our emphasis has been on the various phases of farm life, and our 540 acres of farm and garden have been worked by boys. Thus the boys get a practical training in looking after stock, chickens and bees, milking cows, handling horses, and general garden work. This type of work has helped to build up the boy physically and has given him a training in looking after stock, which will always stand him in good stead in this agricultural province. A large percentage of the boys sent to us will be "hewers of wood and drawers of water" and if they are put back in the same environment from which they were sent will drift into crime again. The boy who goes back to the home in the poverty line, no matter what trade he has been taught in our school, will be forced by the economic situation to take the first job that comes along.

Sentences of irregular length militate against the teaching of trades. Not more than foundation work can be done in six months or one year, yet in that time the boy's conduct may be such that it is in his best interests that he be released. A long definite sentence given only after a careful survey of every phase of the boy thus committed would make trade instruction easier. An indefinite sentence would make it possible to keep a boy long enough to enable him to get a good working knowledge of some trade, but the indefinite sentence places too much power in the hands of the Superintendent of the school, removes from the boy the strongest incentive to progress in that it puts the date of his release too far off. A large number of these boys have followed unskilled labor. Many of them have had numerous jobs. One boy had eighteen jobs. He had been out of school four years and had worked three months. A large number had been drifters, taking odd jobs as they could get them

or as they needed money. They lack ambition and have acquired habits of laziness and they are content with their lot. To train these to work, to try to draw out latent talent, to fire ambition, to guide their choice of work, to give them the thrill which comes from tasks well done, this has been our aim, rather than to teach any particular trade.

Farm Placing.

Three hundred and ten boys (310) have been placed on farms. They have earned twenty-seven thousand dollars (\$27,000.00).

Some farmers come to the school and get them, but the majority of the boys are given their ticket and a letter of introduction to the farmer and sent out alone. Every boy has arrived. They are given a suitable outfit of clothes and are told that if they do not like the place they can come back to the school and another place will be found for them. The farmer understands that if the boy is not suitable he can bring him back to the school. If a boy complains of unfair treatment and his cause is just, the farmer does not get another boy. Unworthy farmers are weeded out as well as the boys. If both parties are satisfied, an agreement is signed by farmer and boy and held on file at the school. This agreement states the length of time of employment and the amount of wages. The boy agrees not to leave the farm without permission of the school. *Seven boys have broken this promise* and left the farm. These have been brought back to the school.

Five boys have been brought back to the school by the farmers for stealing. Twenty-eight boys have stayed on the farm one year, nine two years, four three years. Sixty-one boys are still out on farms under the supervision of the school. The average length of stay has been about six months. These boys have been introduced to farm and rural life, and many have returned to farms the following spring when they have been unable to secure work in the city.

The farmer and the boy make their own bargain as to work and wages and both parties must be satisfied before the agreement is filed at the school. Once this is settled both parties are held to their bargain. To make a boy keep his bargain in harvest time when threshers talk high wages, etc., is often the best kind of training he can get. The agreement calls for the money to be sent to the school when the boy returns. This keeps accounts up-to-date and gives the boy the thrill of reward for his labors. Twenty-seven thousand dollars (\$27,000.00) has been earned by these boys during this time. This money is given to the boy when he goes home, or is sent directly to his parents. It often helps to buy back the good-will of the family. When Jimmy writes home saying that he is coming from the farm after freeze-up with one hundred dollars (\$100.00) in his pocket, there is great excitement in the home. It provides food. The boy can buy his own clothes. It helps to get him work. He states to the prospective employer: "I've been working on the farm." If he stated he had just been released from a Reform School he would stand little chance of getting a job. One boy went home with three hundred and twenty-five dollars (\$325.00). He was a good stock man and several farmers wrote to the school saying: "Send me a boy like Andy." His parents lived on a farm and had been hailed out and their barns had caught fire. Andrew's money saved the family that winter. A mother came to the school when her son was being released. The boy proudly gave her ninety dollars, saying: "That's the first

honest money I've earned." Another wore his clothes to rags, did not smoke, saved all summer, and worked hard so that he would have his full \$200.00 to give to his mother when he went home. Our records are full of live, terse remarks of the boys which indicate the value of this phase of our work.

Not all the boys are expected to make good farmers. The city youth sent to us often needs to be rebuilt physically. He needs to be taught to work, to be separated from his old gang until the connection is broken. He learns the value of hard-earned money. He sees a different kind of life. He becomes acquainted with stock. He overcomes his fear of the dark. His horizons are broadened, and his health improves. So far as we have been able to ascertain 262 out of 310 placed on farms by the school have not been into court again after release. A further value of this work is that it separates the boys from the possible evils of institutional life and separates members of gangs who may be in the school at the same time. It gives individual training and attention. It puts it up to the boy himself and he is encouraged by the farmer and his wife to forget his past mistakes and try to make good. For a number of years we have built up a clientele of farmers who are good, wholesome men, many of whom, by their patience and interest, have greatly assisted us.

The Problem of Bad Sex Practices.

Victor Hugo wrote, "Paris has a child, this child is called a gamin. This little creature is full of joy. He hasn't food to eat every day; but he goes to the show every evening if he sees fit—he is from 7 to 13 years of age, lives in troops, ranges and streets, is always on the watch and on the search, kills time, colors pipes, swears like an imp, hangs about the wine shop, knows thieves and robbers, is hand in glove with the street girls, rattles off slang, sings smutty songs, and, with all, has nothing bad in his heart. This is because he has a pearl in his soul, innocence, and pearls do not dissolve in mud or in mire. So long as man is a child, God wills that he be innocent."

A good deal has been written and more has been said about bad sex practices in Industrial Schools. Most of this has been "bunk", a product of the morbid mind of the so called investigator. In a recent survey of a number of juniors in our penitentiaries who were graduates from Industrial Schools 70% of these graduates stated that they had learned or seen bad sex acts while in these schools. Only one, however, who had passed through our school stated that he had seen any such evil while with us. Unfortunately, this phase of industrial school life has been over-emphasized before the public. The same conditions exist in high schools, private schools, etc.; wherever one finds adolescents living together, one will find periodic out-breaks of unseemly conduct. Yeasty youth is not always able to control its sex expression and guide it into respectable channels, whether in industrial schools or in high society.

We have had several sex perverts sent to us and these have been carefully watched and the school spirit has been such that any "dirty act" has been reported immediately. The only way this matter can be dealt with is by creating a clean, healthy, wholesome atmosphere among the boys themselves. After discussing sex matters personally with over 600 boys one summer, I became more than ever convinced that youth

(outside of an occasional adventure into the seamey side of life) wants to be clean. I have never met a boy who has not responded readily when asked to co-operate in keeping the school clean. From questioning a large number of the old boys who come back to pay us a friendly visit, one readily gathers that our school is clean. It is essential that the boy, as he enters the school, be given the right attitude towards this evil. A plain talk is given to him about the functions of his body and his blunt questions are answered without any mock-modesty. The boy is then asked to co-operate in keeping the school clean and he gives his hand on his promise. When the staff report any suspicious conduct on the part of any boy, that boy is given extra work or encouraged to engage in new interests, etc., he does not know why. A full programme of daily work, a strenuous hour of physical exercises such as drills and games, etc., every evening send the boys to bed tired and so crowd their spare time with wholesome recreation that they write "time flies fast here". When time flies fast for a boy there is little danger of morbid thinking or bad sex practices.

The Problem of Escapes.

The story of the five years in escapes from custody reveals:—

July 15, 1926 to July 15, 1927: 17 escapes.	1926: 1 escaped twice.
" " 1927 " " 15, 1928: 24 "	1927: 1 escaped twice.
" " 1928 " " 15, 1929: 13 "	1928: 3 escaped 3 times each
" " 1929 " " 15, 1930: 17 "	1930: 3 escaped twice.
" " 1930 " " 15, 1931: 10 "	1931: 1 escaped twice.

81 escapes.

Seven escaped twice, 3 escaped three times, two escaped four times, 1 escaped five times.

Five boys who committed theft after escape were sent to jail when caught. Seven boys who had long records of delinquency and who committed serious crimes after escaping, were sent to the Penitentiary.

Five boys escaped and were not caught; 13 escaped and broke into stores and were caught by the Police and further dealt with by the courts; 28 made a dash for freedom from the barns, playgrounds, or buildings, and were caught within a short time by our own supervisors; 34 escaped and caught freight trains or other forms of transportation and were arrested by the Provincial Police, the Winnipeg Police, and the Brandon Police, all of whom have co-operated splendidly with us at all times in apprehending boys that have escaped from us.

Freedom, so dear to us all, pulls hard on the heart of a boy. After he has been with us awhile, he gets homesick. No matter how poor that home may be, it's home! It is easy to leave his work in the fields and run. If his previous record is bad and he has escaped from other institutions, he soon tries it with us. Some boys should have been sent to the school earlier. When a boy appears before a court ten or twelve times as some of them have, (see chart), the task of restraining is more difficult.

The majority of the escapes, however, have been from the building when everything is locked up. They will sometimes go to a great deal of trouble to pry loose a screen from a window or "pick" a lock. It is

interesting to note that only once in five years has a boy escaped from the honor group which is allowed to go to the show without guard. Our playgrounds are not fenced and the farm is open and during work hours boys are scattered to the ends of the 540 acres and they have never left their teams and escaped.

Our new cottage units have no screens on the windows. We hope to build up a tradition with the boys who are placed in them so that escapes will be reduced to the minimum.

Some boys are sent to us with weak wills, stubborn attitudes, or criminal tendencies whom we have to protect. Some have been threatened a good many times that they would be sent to the School if their conduct did not improve. No reform school should be held up as a "Bogey" to frighten boys to be good. When such a boy is finally sent, his attitude is often defiant and it takes the staff a long time to win his confidence. Only three boys from a court which has sent nearly one hundred boys have escaped. The boys from this centre are no better than those coming from other courts, but the attitude of the court officials is that the boys are not being sent to the school for punishment, but for help. Thus the boy comes prepared to receive any help, which the school can give him. The number of escapes by boys coming from another court is higher in proportion to the number of boys it sends in comparison with other courts. The boys come to us with fear and rebellion in their hearts. They have been threatened with, "Portage" by parents, police and court a good many times and the period of settling down to the work of the school is thus made more difficult.

To make a boy trustworthy, one must trust him. *Training Schools should not be miniature jails.* The boy must be trained to respond to trust and he can only be so trained by being trusted.

Length and Nature of Sentences.

In 1926, 39 boys were committed for 5 years; 27 for 3 years. The average sentence, however, was 2 years. The general practice in all provinces seems to have been to send a boy to an Industrial School for an indeterminate sentence not to exceed 5 years. This is manifestly unfair to any boy. He does not understand the words, "indeterminate sentence" but he catches the words "Five years" and his sense of justice is violated in proportion to the seriousness of the crime he has committed.

An adult has to commit a serious crime before he is sentenced to serve 5 years. The circumstances might warrant the removal of a boy from the unwholesome environment for a period of years and the wrong doing of the boy might demand some discipline but only in extreme cases could it warrant a sentence of 5 years. A shorter sentence with foster-home replacement would be more effective.

In 1929 the County Court of Manitoba reached the decision that the award of an indeterminate sentence was not strictly according to law. Since that time no boy has been given an indeterminate sentence. My own objections to this kind of sentence are:—

- A. The indefinite period is too vague in the mind of the child.
- B. It puts too much power into the hands of the Superintendent of the school. A boy may be kept because he is useful to the Institution. He may be kept for some small misdemeanor.

- C. It destroys the best incentive to work for release. A definite time which may be reduced by good conduct lets the boy know what punishment he has got for his crime and he can be encouraged to take "it on the chin" and settle down to work out his own salvation. The Judges of our Province have co-operated well with the school in reviewing cases of the boys whom they have sent and there has been a tacit understanding that only in extreme cases would more than a two year sentence be given.

A Survey of One Hundred Graduates from Our School.

The names of 100 boys who had been away from our school for one year or more were taken in consecutive order from the school register and a friendly letter was sent to them asking them how they were "getting on" and whether they were making good.

Sixty-two personal replies were received from the boys; *twenty-two* were reported on by officials to whom the boys had reported; eight more were reported on indirectly; eight others could not be traced. Of these *ninety-two*, fifty-six were living at home, three in foster homes, two were dead, twenty were living elsewhere than home. Nine were in custodial care, six in the Training School as repeaters, and three in the Penitentiary. Fifty-five boys were working full time, twenty eight were working on the farm, eighteen were attending school, four were working in the bush, four were fishing on the lakes, four doing odd jobs, while two were in the railway shops, two in a box factory, and one working as a mechanic, truck driver, clerk, cookee, dyer, delivery boy, painter, plumber, elevator operator, radio clerk, and contractor's boy.

While in the school, 64 had obtained good conduct marks, 21 had responded well but were often in trouble, 15 gave a great deal of trouble; 42 of those who had gained good conduct marks were placed out on the farms and in every case good reports were received.

Of this whole group, in the year or more that had elapsed since leaving the school, *seventy-five* had not been into trouble as far as could be ascertained, *fifteen* had been into trouble once, two twice, and three three times.

This survey showed us the need of the following:—

1. A better understanding and guidance of the emotional development of the boy by the home and the school.
2. Attention to physical and mental limitations.
3. A readjustment of home conditions, and if this is not possible, then placement in a foster home.
4. Development of a higher moral standard. In none of these cases, did the church take any part upon release.
5. Guidance and help in securing employment.
6. Provision of recreational activities.
7. Friendly supervision upon release.

Looking Forward.

While I have every admiration for the splendid way in which our Judges are giving their best thought to the cases of the delinquents which are brought before them, after intensive study of these 636 boys who have been sent to us during the last 5 years, I feel that we are still all

groping in the dark in our attempts to deal with the intricate problems which these cases present.

During these years three new units have been built, one cottage holding 25 smaller boys, an Administration Building which makes an excellent reception unit where all new boys can be observed with a view of proper placement and a cottage with capacity of 25 of the better type of the older boy who has shown serious attempt at self improvement. The types are thus segregated. There is closer contact with the supervisors. With a father and mother in charge there is more opportunity for little touches of home life. The smaller boys do not come into contact with the older boys. Each group is a unit in itself. The older and more difficult boys are now retained in one of the old buildings. If these older boys are still to be sent to us this building should be adjusted to prevent escape. If this is done our province will be as well equipped to take care of its delinquent boys who need institutional care as any other province in the Dominion.

During this period the numbers in our school have been gradually reduced. This is as it should be if we are making progress. With the mental defectives kept out, the neglected child eliminated, the younger problem boy not being sent, the length of sentence reduced, the numbers in our school should be smaller. It is gratifying to know that the number of repeaters grows smaller. This will continue as effective after care is given. With the smaller number more intensive study of each individual case can be made with beneficial results both to boys and staff."

APPENDICES.

Table 1.—NATIONALITY OF PARENTS.

NATIONALITY.	1927	1928	1929	1930	1931	TOTAL
Ruthenians.....	136	...	63	....	....	199
Indians.....	8	2	....	4	4	18
Canadians.....	80	36	....	48	43	207
Belgians.....	....	2	2	....	....	4
Poles.....	44	18	55	30	28	175
Negro.....	....	2	....	....	....	2
English.....	24	44	40	28	32	168
Galician.....	....	6	....	....	8	14
German.....	22	12	12	4	7	57
Hungarian.....	....	2	....	2	5	9
French.....	5	8	3	4	7	27
Irish.....	....	8	....	6	5	19
Swedish.....	....	4	....	....	....	4
Scottish.....	6	12	6	8	9	41
Welsh.....	....	4	....	2	2	8
American.....	6	4	9	14	5	38
Italian.....	....	....	4	2	....	6
Austrian.....	4	50	12	46	35	147
Roumanian.....	....	....	2	8	11	21
Russian.....	4	16	28	26	14	88
Holland.....	....	....	....	2	....	2
Chinese.....	2	....	....	....	....	2
Icelander.....	2	....	....	....	....	2
Assyrians.....	....	....	....	2	....	2
Unknown.....	....	....	....	....	....	12
						<u>1,272</u>

THERE WERE 1,272 (Twelve hundred and seventy-two) PARENTS.

Table 2.—WHERE THE BOYS WERE BORN.

PLACE	1927	1928	1929	1930	1931	TOTAL
Winnipeg.....	52	54	33	39	27	205
Manitoba.....	53	43	34	38	44	212
Canada.....	25	21	38	31	26	141
Wales.....	....	2	....	....	....	2
Central Europe.....	1	....	13	11	3	28
England.....	....	....	....	....	2	2
Scotland.....	....	....	....	....	1	1
U.S.A.....	....	....	....	....	1	1
						592
Boys who were here previous to July 15, 1926.....						44
						636

Table 3—AGES.

YEARS.	1927	1928	1929	1930	1931	TOTAL
8.....	1	....	1	....	....	2
9.....	....	1	1	....	....	2
10.....	7	2	3	2	....	14
11.....	9	4	2	2	3	20
12.....	25	5	13	10	4	57
13.....	25	13	11	10	5	64
14.....	28	11	24	14	17	94
15.....	32	32	23	26	21	133
16.....	18	21	21	28	31	119
17.....	28	27	14	22	21	112
18.....	2	3	5	5	2	17
19.....	....	1	....	....	....	1
20.....	....	....	....	....	1	1
						636

Table 4—SCHOOL GRADES.

5	did not go to school.
15	were in Grade 1
27	" " " 2
59	" " " 3
103	" " " 4
93	" " " 5
128	" " " 6
97	" " " 7
70	" " " 8
31	" " " 9

Table 5—RESULTS OF MEDICAL EXAMINATIONS.

Out of the 636 who were examined	30%	had unsound teeth.
" " " " " "	20%	had diseased tonsils.
" " " " " "	12%	had defective vision.
" " " " " "	1%	had nervous disorders.
" " " " " "	2%	had bad hearing.
" " " " " "	6%	were 7% or more underweight.
" " " " " "	3%	had symptoms of malnutrition.
" " " " " "	2%	had skin diseases.
" " " " " "	3%	had nasal obstruction.
" " " " " "	1%	had other conditions not listed.
	80%	suffering from some physical defect.

Table 6—RELIGIONS.

Roman Catholic.....	279	Presbyterian.....	15
Greek Catholics.....	82	Baptist.....	10
United Church.....	92	Hebrew.....	8
Anglican.....	97	Protestant.....	6
Lutherans.....	27	Christian Science.....	1
Salvation Army.....	17	German Catholic.....	1
		No Church.....	1

Table 7—75 REPEATERS DURING THE 5 YEAR PERIOD.

(a) Ages.		(b) Birthplace.	
1 - 11 yrs.		44	were from Winnipeg
2 - 12 "		25	" " Manitoba.
3 - 13 "			(outside of Winnipeg)
0 - 14 "		6	boys were from Canada.
8 - 15 "			(outside of Manitoba)
4 - 16 "		All 75	were born in Canada.
8 - 17 "			
7 - 18 "			
1 - 19 "			
1 - 20 "			
(c) Crime.		(d) Number of Offences Before Being Sent to School First Time.	
69	Shop Breaking—Theft.	3 -	once.
1	Incorrigibility.	5 -	twice.
1	Truancy.	8 -	3 times.
1	Stolen goods.	11 -	4 times.
1	Immoral conduct.	11 -	5 times.
1	Sex delinquency.	6 -	6 times.
		8 -	7 times.
		6 -	8 times.
		4 -	9 times.
		4 -	10 times.
		4 -	11 times.
		2 -	12 times.
		1 -	14 times.
		1 -	15 times.
		1 -	19 times.

75

75

(e) Period of Delinquency.

Six months and under.....	5
One year.....	20
Two years.....	14
Three years.....	12
Four years.....	9
Five years.....	7
Six years.....	4
Seven years.....	3
Eight years.....	1
	<hr/>
	75

(f) Number of Offences

While Out.

14 -	once.
16 -	twice.
16 -	3 times.
11 -	4 times.
11 -	5 times.
3 -	6 times.
4 -	7 times.

75

(g) Were Mentally Examined.

I.Q.	I.Q.
1 - 62	3 - 79
1 - 63	4 - 82
1 - 66	3 - 84
2 - 67	2 - 85
1 - 68	1 - 86
2 - 70	1 - 89
2 - 72	2 - 95
1 - 74	1 - 96
4 - 75	1 - 100
4 - 76	1 - 108
2 - 78	2 - 110

(i) After Care.

- 1 came back on the same type of offense.
44 came back for a different offense.
8 did not report to the Judge.
67 did.
67 were welcomed home.
8 were not.
34 went back to Public School.
41 did not.
45 went to work.
30 did not.
21 were helped by Court.
54 were not helped by Court.

(h) 43 Were Put On Probation.
Length of Time of Probation.

5 reported for six months.

15	"	one year.
1	"	two years.
11	"	weekly.
17	"	monthly.
29	"	to officer.
2	"	to Judge.

(j) Boys' Family.

- 10 mothers dead.
10 mothers away.
12 bad mothers.
32 boys handicapped.
3 further handicapped by bad stepmothers.
1 both parents dead.
3 " " away.
27 boys had quarrelsome parents.
14 fathers convicted.
12 mothers convicted.
16 fathers dead.
14 fathers away.
33 bad fathers.
63 boys handicapped.
6 were further handicapped by bad stepfathers.
26 boys with 1 brother convicted
6 " " 2 " "
1 " " 3 " "
1 " " 4 " "
34 " " 10 " "

(k) Home Conditions.

73 Reports.

2 Had No Homes.

	ECONOMICALLY	DISCIPLINARY	MORALLY
Poor.....	35	13	7
Weak.....	1	17	2
Good.....	12	6	14
Fair.....	25	12	29
Bad.....		25	21

Table 8—LENGTH OF TIME OUT AND HOME CONDITIONS
TO WHICH BOY WENT.

19 Boys returned in 6 Months.

6 returned in 6 months.	3	"	"	24	"
7 " " 8 "	3	"	"	26	"
3 " " 10 "	1	"	"	28	"
6 " " 12 "	2	"	"	30	"
7 " " 14 "	2	"	"	32	"
3 " " 16 "	2	"	"	38	"
3 " " 18 "	1	"	"	40	"
2 " " 20 "	3	"	"	42	"
2 " " 22 "	1	"	"	46	"

Summary of Home Conditions.

	POOR	WEAK	FAIR	GOOD	BAD
Economic Conditions of Home ...	37	1	22	14	..
Discipline in Home.....	14	17	14	6	23
Moral Conditions in Home.....	8	2	31	16	17

SOCIAL WELFARE RECOMMENDATIONS IN QUEBEC

In 1930 the Government of the Province of Quebec appointed a Social Insurance Commission, composed of seven members, entrusted with studying the question of a system of social insurance and family placement for the Province. Specifically, their instructions included a survey of old age pensions, unemployment insurance, sickness insurance, disability insurance, aid to needy mothers, family placement, adoption and placement of adopted children, special assistance to large families, sanitary conditions in industrial plants, illness among professional groups, medical inspection of workmen in hazardous occupations, and other similar problems of social insurance. The Commission was composed of Dr. Edouard Montpetit, K.C., Chairman, Professor of Political Science, the University of Montreal; the Rt. Rev. Georges Courchesne, Bishop of Rimouski; Ven. Archdeacon F. G. Scott of Quebec City; Mr. J. T. Foster, President of the Trades and Labour Council, Montreal; Mr. Gerard Tremblay, General Secretary of the National Catholic Syndicates; Dr. Alphonse Lessard, Director of the Quebec Bureau of Charities and the Provincial Bureau of Health; Mr. Geo. A. Savoy, President of the Quebec Division of the Canadian Manufacturers' Association.

The Commission divided its work into three divisions :—

1. Questions respecting family and child welfare.
2. Forms of social insurance.
3. Questions of industrial hygiene.

The Commission has held meetings throughout the larger cities of Quebec and in Ottawa and Toronto. It has also visited Europe in connection with the study of social insurance.

The Commission has now presented the first two sections of its final report, the first dealing with Child and Family Protection and the second with the debatable question of Family Allowances.

Protection of the Child.

The Commission heard evidence in this field from representative child caring agencies throughout Quebec and from the Montreal Council of Social Agencies. A special opportunity was presented for the filing, with the committee, of a lengthy memorandum prepared by the Canadian Council on Child and Family Welfare, dealing with the whole question of child guardianship, home finding and child placing, and adoption. The Commission has paid the Council the high compliment of including many of its references in the first division of its report. In this field the Commission recommends :—

1. Revision of the legislation in reference to industrial schools, apprenticeship, etc., and its correlation and clarification in order to define, clearly, conditions of cruelty and neglect affecting children.
2. The establishment of a Provincial Bureau of Child Protection in the Department of the Provincial Secretary.

3. The constitution of child protection societies in all cities of more than 25,000 population and the constitution within Montreal of these societies along four lines:—

- (1) A French-speaking Roman Catholic society.
- (2) An English-speaking Roman Catholic society.
- (3) A Protestant Society.
- (4) A Jewish society.

The powers and responsibilities, which the Commission recommends should be assigned to such societies, are similar to those enjoyed by the Children's Aid Societies under the Child Protection legislation of other provinces.

4. The development of courses in experimental psychology for workers engaged in child protection and especially for those in charge of industrial and reformatory schools.
5. Insistence upon thorough investigation of home and community conditions before the discharge of any child from an orphanage, reformatory, or industrial school.
6. That the person in charge of such institution should be given the opportunity of conference in respect to shortening or lengthening the period of the child's sojourn within the institution.
7. The development of children's shelters and small homes, as the need arises, to provide adequate reception and protection facilities for children removed from their own homes.
8. That all institutions caring for children should immediately take measures to provide ample opportunities for indoor and outdoor recreation along sound lines.
9. That provision be made by the public authorities to provide more support for the establishment of day nurseries and kindergartens.
10. That attention be given to the encouragement and assistance of special classes for the training of mental defectives.
11. That a special inquiry be set under way for the registration of subnormal children, now in care with normal children, in the various institutions to the end that they shall be segregated and given special instruction.
12. That the Council of Public Instruction of the Province be assigned the responsibility of going thoroughly into the question of the education of children in charitable institutions with a view,—
 - (a) to improving if necessary, the instruction now being given.
 - (b) to take the necessary measures whereby the regular school system will assume the expense of proper education of these children.
13. That the name "Industrial School" now used in Quebec, for institutions that more or less approximate the orphanages of other provinces, should be changed to read "Children's Homes" because of the connection which the term "Industrial School" has assumed in Federal and Provincial delinquency legislation.
14. That provision be made for maintenance payments of children in child caring institutions on the basis of provincial and municipal liability, except in respect to children committed from small and

poor municipalities, in which case it is recommended that provision be made for assumption of their maintenance by the county councils.

15. That the maximum age to which an institution must retain a child, who cannot be re-established, shall be raised from fourteen to sixteen years.

Guardianship.

Another section of the report deals in detail with the question of guardianship, or "tutorship," as it is described in the Quebec Civil Code. The report of the Commission describes at length the tutorship system of the Province of Quebec, dealing particularly with the special tutorship granted to certain institutions under the provincial Foundlings Act of 1925.

The Commission stresses the precedent established by this legislation, and takes it as the basis of their recommendation that, where child protection societies are legally organized they should be authorized to receive appointment as tutors or guardians for the protection of children committed to their care by court order.

This must be considered as one of the most fundamental recommendations in respect to the whole question of child protection that has arisen in many years in the oldest province of Canada. If it be acted upon, the system of assured guardianship for every child in need of care, vested either in his own parents or, where this guardianship is unsound, in a responsible authority under statutory protection, will be complete from coast to coast in the Dominion of Canada.

Adoption.

The Commission goes in detail into the matter of the adoption machinery under the present law and recounts the criticisms or suggestions received in evidence in respect thereto. The particular force of criticism was directed towards the restrictions in the Quebec Act, which prevent the adoption of a legitimate child unless both his parents are dead or the surviving parents of unsound mind. The expense of the processes of adoption was also the cause of much criticism before the Commission.

The Commission stressed particularly the evidence submitted to them, as to the careless surrender and transfer of children, without any legal formality in the way of establishing guardianship or adoption responsibilities. In this connection the Commission quotes the resolution passed on the matter by the First National Bilingual Conference in Quebec in February 1931.

The Commission sums the whole situation up in its findings :

1. That it is a matter of uncertainty in the province of Quebec as to who may surrender the rights exercised over a child.

The Commission in this respect, raises the question that has been asked in every province in Canada,—whether it is necessary to go as far as to forbid the voluntary surrender of the custody of a child and how may one protect the child against the reversals of fortune which are always likely to occur ?

The Commission points out the other danger that a child, unless placed with legal safeguards, may, at the earning age, be reclaimed by parents who, up to that date, have been negligent of his interests.

The Commission gets out of its dilemma by recommending the continuance and increase of government aid to child caring agencies and home finding campaigns and solves the guardianship question in its own words,—

“Let us begin by giving powers to the afore mentioned societies (that is the child protection societies). They will take action in the most flagrant cases; they will inquire into others; they will see in particular to the application or the modification of certain regulations of a social nature. This is better for the time being than such detailed solutions with which no one will feel called upon to comply.”

Mothers' Allowances.

The report deals in detail with the features of the Mothers' Allowances systems in the United States and in other provinces and reviews the opinion of a wide range of witnesses on this system of social aid. Special evidence submitted by Mr. Arthur Saint-Pierre on behalf of the Religious Communities shows that only 12% of the children in the orphanages are real orphans; 21% have both mother and father living; 67% have either parent living; in many other cases there are relatives willing to accept the children on release. Mr. Saint-Pierre says further,—“In the great majority of cases consequently there is not,—there must not be, a question of creating a new family sphere for our proteges, but of helping them in their own family when it is possible.”

The Commission reviewed the forms of social insurance pensions in wide use in the European countries, but does not find it opportune in view of the large increase in life insurance in Quebec, to suggest such methods for the solution of this problem there.

The Commission therefore recommends a system of Mothers' Allowances for the Province of Quebec and that this system should cover,—

- (a) Allowances to widows with two or more children until these children reach the age of sixteen years, but

that an exception be made in the case of widows with one or more children if the woman be incapacitated to the point of being unable to work.

- (b) Mothers, with one or more children under sixteen years of age, whose husbands are in institutions caring for the insane, and, at a later stage consideration of the extension of aid to wives of totally incapacitated men.

The Commission does not recommend the inclusion of deserted wives or of the wives of prisoners.

In respect to the classes of beneficiaries recommended, certain limitations are suggested restricting aid to women who are,—

- (a) British subjects by birth, marriage, or naturalization.
- (b) Residents of Quebec for the previous three years.
- (c) Of good moral character and in a position to bring up their children in proper conditions.

- (d) Otherwise without means of properly rearing their children.
- (e) Accepted after proper application to the proper authorities.

In respect to the amount of the allowance, the Commission suggests that this should be left to the administration with a possible maximum of \$40.00 a month for one mother and two children as an indication of the scale that should be adopted.

The Commission recommends that the administration be entrusted to a Bureau of five members, one of whom should be a woman, and one of whom should be the Director of Child Protection for the Province. The Commission insists upon the necessity of a most thorough inquiry, in collaboration with social agencies in the community knowing the family, before acceptance by the Commission of any family for allowance.

A distinctly new feature in the Quebec recommendation, and one which cannot but commend itself to social workers who are familiar with the much more effective standards of some of the private agencies, than of some of the public services in certain provinces, is, that where well organized private agencies equipped to deal with the family exist, the province should conclude arrangements with them for the investigation, recommendation and supervision of families in receipt of Mothers' Allowances.

The Commission recommends that the financing of the Mothers' Allowance system should rest partially on provincial and partially on municipal liability of an obligatory nature and that in the case of poor municipalities unable to meet their commitments, the county council, on the authorization of the Provincial Bureau, will be called on to assume the financial responsibility.

Charitable Agencies and Institutions.

The Commission quotes one of its witnesses in respect to the continuing necessity for organized social services, regardless of what measures of health and unemployment insurance may be established. This witness states: "No reasonably possible health or unemployment insurance scheme within the reach of workmen and employers in Canada could sustain premiums at a rate to provide all the social services required and to meet the needs of all residual groups. It is respectfully suggested that regardless of what measures of health or unemployment insurance they may recommend, there will have to be provision for public recognition of the need of direct relief and welfare services supplementary thereto."

Following this preface the Commission divides the types of charitable aid which exist into three groups:—assistance to institutions; aid to the child or family within the home; and such aid as may be given in any system of family placement of dependent children.

The Commission examines in detail the value of the institution and refers particularly to trends in this type of care on this continent. The Commission comes to the conclusion that institutions are a necessary feature in any complete programme of social care and that they do not necessarily check the personality, and disrupt family bonds, and that often they really operate, by assuring temporary care, to preserve the home.

On the other hand, the Commission stresses the value of social services that serve the home especially in such fields as bedside nursing, etc. Reference in this connection is made to the Grancher System, The St. Vincent de Paul Societies, etc., and to the fact that the recommendation for a system of Mothers' Allowances is built on this principle.

The Commission passing on to the question of family placement indicates that it has been much more widespread within the French Roman Catholic community than is generally recognized.

The Commission comes to the conclusion that institutional care, family placement, and aid to the family in its own home are all complementary aspects of one great problem. Dr. Karl Alter, Director of the National Catholic School of Social Service of Washington, is quoted as stating that the various methods of child care such as Mothers' Allowances, insurance, institutions and foster homes, are not to be regarded as being in opposition to one another but rather as one "comprehensive and integrate system of child care. It is important to keep in mind that foster home care is entirely compatible with institutional treatment. It is not a question of the institutional versus foster home care or boarding home care versus care of the child in his own home; they are not different conflicting systems, but one harmonious system."

The Commission passes on to a detailed analysis of schedules of aid under the Quebec Public Charities Act and points out that under certain of its clauses it has made possible the payment of lump sum grants to charitable organizations giving aid in the preservation of families and has included children placed in families for the per capita grants on the same basis as if they were in institutional care.

The Commission recommends that the Government should continue this policy and should approximate payments to the social agencies to the same basis of grants as to the institutions. If a lump sum is to be paid, the Commission suggests that it should be based on the services actually rendered rather than the arbitrary fixing of a nominal amount.

The Commission points out that grants of various kinds, sought in evidence submitted to the Commission, on behalf of institutions either for current or capital expenditure would aggregate fifteen or twenty million dollars and emphasizes that these facts require very careful study.

The Commission points out however, that, while recognizing the possible need of several of these agencies, emphasis must be placed on the fact that the Province of Quebec has not a single institution for the suitable treatment of alcoholics, epileptics, and drug addicts. It stands in need of hundreds of beds for hospitals for the insane, mentally defective and retarded. The minimum number of beds for the care of the tuberculous is set at 3,300 as against 1,700 in existence. The housing question is mentioned in passing.

The Commission expresses regret that it is possibly an inopportune moment to offer recommendations involving the financial burdens that proper treatment of many of these social problems require, but states that it would fail in its duty did it not submit the evidence as it found it and leave the responsibility of the decision to the Government.

In conclusion the Commission submits that the recommendations which it makes, if put into effect, will undoubtedly have beneficial results and submits that, on that basis some of these future proposals may be modified. The Commission however submits the following suggestions for amendments to the Public Charities Act :

1. That charitable organizations extending aid in the home should receive grants under the Public Charities Act on the same basis as the other classes of beneficiaries, namely, one third payment by the province, one third by the municipality and one third from voluntary funds.
2. That these grants should be based on the services actually rendered and the amount of the grant fixed accordingly.
3. That the payment of all grants under the Public Charities Act should not be based on a theoretical schedule of cost as at present, which may leave a greater portion than one third to be carried by private charities, but should approximate more closely to the real costs and that the present schedule be substantially increased to creches, maternity homes, and orphanages, and that in respect to the latter a uniform rate be paid for their hospital cases.
4. That religious organizations caring for delinquent girls should receive a regular grant to enable their work to continue.
5. That a field service be established to work in the community in respect to girls admitted or discharged from such institutions as the Good Shepherd Monastery, the Misericordia Hospital, etc., and that a graduate trained worker from the School of Applied Social Science should be engaged for this work and that provincial and municipal grants be made accordingly.
6. That the participation of municipal authorities in the application of the Public Charities Act be made compulsory.
7. That certain public utilities services, such as water supplies should be supplied to the charitable institutions on the same basis as the hospitals.
8. That where an indigent is refused a certificate for care by the municipal authorities appeal should lie to two Justices of the Peace.
9. That where the relatives of indigents are themselves indigent, the indigent applying for aid may benefit as if he were without relatives.
10. That an effort should be made to reach an understanding with the Federal authorities to arrive at an agreed period of residence in respect to indigent immigrants, etc.
11. The Commission recommends further that in the large centres of population, central bureaux of social service should be established to which any applicant may apply and receive direction to the proper sources of relief.

Family Allowances.

The third published report of the Commission deals with the question of Family Allowances. In this connection detailed information is submitted as the result of the Commission's observations in Europe and this is supplemented by substantial data submitted by Father Lebel, who is the authority on this subject in Quebec, and a very substantial body of evidence submitted by the Executive Director of the Canadian Council on Child and Family Welfare.

The Commission examined all this data in detail and in conclusion recommends against the adoption of the system in Canada. While recognizing the contribution of such a system in certain other countries the Commission is unanimously of the opinion that "for the moment there is no opportunity of taking legal measures instituting officially family allowances in this province."

The Commission recognizes the system as "exclusively European adapted to low wages," and recognizes the dangers therein of depressing our wage level.

The Commission recognizes that the system might place the industrial interests at a disadvantage with those of other provinces and that it might also accentuate the drift from rural to urban centres. The Commission points out that the expenditure involved might be more profitably met in an intensive policy of colonization which would adjust this unnatural balance.

The Commission concludes,—“For all these reasons the Commission has abandoned the idea of proposing the institution of family allowances in the Province of Quebec.”

The Commission sees no objection to private commercial and industrial firms establishing individual systems if they so desire.

Old Age Pensions, Health Insurance, Unemployment Insurance,—all these fields of its study the Commission is at present reviewing, but it will be some months before any report will be made available on these problems.

The Quebec Commission has covered an enormous field of problems of intricate difficulty, and it is to be greatly congratulated upon the evident concentration of thought and resources which it has brought to the development of recommendations that on the whole will be generally acceptable to a very diverse public.—C.W.

THE "CHILDREN'S AID" AND CHILD PROTECTION.

HON. MARTIN BURRELL, Librarian to the Parliament of Canada.*

Your presence here to-night, and the purpose which has brought you here, are deeply significant of the profound changes for the better that have swept over the modern world. It is true that in our own time we have witnessed a vast war which brought untold miseries and unspeakable sufferings to millions of people, and that in these rather gloomy days we are apt to get pessimistic as we note the dislocation of that economic life which seemed so stable a year or two ago. But that war, colossal and infinitely stupid as it was, brought forth a flood of sympathetic and practical help to all sufferers, even friend and foe, which should never be forgotten. And in the pinch of our hard times to-day we might well remember that the miseries and privations are neither so deep nor so widespread as they have been in former times.

I venture to assert that at no time of the world's history has there existed such a high standard in regard to our responsibilities to our fellow-beings as exists at the present hour. Four hundred years ago there were over seventy thousand executions during the reign of one

* An address given at the campaign dinner of the Children's Aid Society of Ottawa. December, 1931.

English king alone, and largely for offences which to-day we should regard as almost trivial.

And through the succeeding centuries the march of what is called the progress of civilization was marked by widespread crime, disease, and poverty with its attendant sufferings, to an extent that should banish from our minds the idea that the world was a better world in those older days. Gradually we have learnt that each one of us is really his brother's keeper. There has emerged—and it is a fine and hopeful sign for the future—a public conscience keenly sensitive, and quickly responsive to the needs of those who are smitten by the slings and arrows of outrageous fortune.

And in no case is this so firmly illustrated as in that of children, whose cause you are here to champion to-night. It seems incredible that in the lifetime of some people living to-day little children of five years old were working in the mines and factories of England, and that children of from twelve and upwards were harnessed together to draw loads of coal along the tunnels far below the surface of the earth. To the devoted labours of two people, one a poet, the other a statesman, England largely owed the removal of that dark blot on her social life. Eighty-seven years ago Elizabeth Barrett Browning wrote that noble poem "The Cry of the Children" which brought the child's sob in the silence to the ears of her fellow-countrymen, and stirred them to sweep away what was at once a reproach and a curse.

But, far as we have come on the road to better things, much yet remains to be done. About a year ago a programme of conservation in the realm of childhood was set in motion in the great country to our south, when two thousand representatives assembled in Washington to discuss every aspect of this vast problem. We are told that there are forty-five millions of children in the United States under eighteen years of age, of whom six millions are undernourished, and five millions suffering from physical and mental defects. To the task of bettering these conditions our neighbours are resolutely setting themselves.

I do not know whether such figures, in their proportion to our own population, would apply to Canada. Perhaps we could make a better showing. But let us frankly recognise that neglected, unhappy, and defective children stand as a reproach to any nation. In the comprehensive and admirable Report made by the Ontario Royal Commission on Public Welfare, the chairman of which was that public spirited Ottawa citizen, Mr. P. D. Ross, stress was rightly laid on the tremendous importance of child welfare, and of the significant part played in the remedying of such evils as exist by the 85 Children's Aid Societies of Canada, of which Ottawa is the second oldest, the fifth largest, and not the least progressive and beneficent.

From time to time the public has been told of the main objects of these societies, and of the details of their administration. Yet a brief word as to the nature of the work may be permitted. It is nearly forty years since the passing of the Children's Protection Act, (amended and improved subsequently), led to the establishment of the Children's Aid Societies of Ontario. The Adoption Act, and other Acts concerned with children, have amply attested the interest of the State in these questions which are so closely related to our social life. The primary responsibility of a Children's Aid Society is the protection of every child from

cruelty and neglect in that child's own home, and in the breaking of the parental claim through Court action when life in that home cannot be made safe for the child; the Society itself then becoming guardian for such child. In such cases the Society must provide for the multitudinous needs of the child, for by law it occupies the position of the child's parent.

As I see it, the most difficult, the most delicate, task of the Society's officers—calling for the most sympathetic, intelligent, and human qualities—is the study of those home conditions before any interference by the State occurs. It may be a question of poverty-stricken conditions, it may be those where cruelty, drunkenness, crime, or disease exist. Whatever the conditions are, when, directly or indirectly, they manifestly make it impossible for the child to live a normal, happy, or healthful life, then the Society may act as saviour of the child and benefactor of the state.

When the child is thus made a ward of the Society there is a legal claim on the municipality for the minimum sum of seventy-five cents a day for the expenses incurred. It should be pointed out, however, that on the score of insufficient residence, and for other reasons, it happens frequently that the legal claim cannot be established, and the Society itself must bear the whole expense of the care of the child. And it cannot be over-emphasized that the Society, by tactful aid, often assists the solution of the problems by adjusting and smoothing the home difficulties and making it possible for the child still to remain with its parent or parents under happier conditions. This preventive work of the Society should never be overlooked, for it is a work of truest philanthropy, and relieves the State and the Society of expenditures which otherwise would follow.

And here I permit myself a word as to the relationship of voluntary and state aid, for it touches a question which is sometimes put, viz.—why should the Children's Aid Society, at this particular time, be making an appeal for public help.

The financial difficulties facing the Children's Aid Society in the discharge of a task so vital to us all are extraordinarily heavy. In the Report of the Commission to which I have referred it is pointed out that the total disbursements of the Societies last year were \$575,000. The total assistance provided by the Province for salaries of local agents, and travelling expenses, was, in round figures, \$45,000, which, as the Report comments, "would not indicate undue generosity on the part of the Provincial authority." At present there are in Ontario some twenty thousand unfortunate children under supervision by the Children's Aid Societies. Who is bold enough to measure the benefit to society, and the happiness to themselves, when these neglected little ones are redeemed from the miseries which too often surround their young lives?

I come now to the question of State responsibility. Mr. Ross and his colleagues on the Commission give their opinion on this specific phase of the subject. They lay stress on the desirability of not allowing this work to become purely a state function and duty. They believe that if Children's Aid Societies cease to be voluntary organizations they will be seriously injured. They argue that they should be free as far as possible from government interference in order to maintain an unofficial and human character; though they do urge that the present scale of assistance by the State should be increased.

I find myself entirely in agreement with their opinions. The dream of extreme Socialism, an omniscient and omnipotent State, might well become a nightmare in its final working out. The beauty of great civilisations has been built up more by the people working together than by any corporate action of the State, which has not inaptly been described as 'the coldest of all cold monsters'. It has been well said that a State department is sterilized of all beauty of thought. Whoever enters the service of the State has to keep his heart under lock and key, and what becomes an official duty tends, too often, to become merely official routine.

In the case of the Children's Aid Society there is necessary state sanction, for these are the only organisations empowered by legislative authority to remove a child from its home, when that home is crippling the happiness and health which are the child's rightful heritage. And as the burden and responsibility of this great work is mainly thrust upon the shoulders of private citizens, and depends largely on private benefactions, it may be well to note the increasing size of that burden and thus show the necessity of an appeal at this time to the generosity of our people from an organisation which has made no public appeal for nearly forty years.

Until the great war came the Society managed fairly well. That great disaster necessarily flung contributions from the public into other, and perhaps more important, channels, and after the war there naturally followed some falling off of support and interest. And in these days when unemployment and distress challenge us to efforts of relief, it is also natural that help for the Children's Aid Society should seem to be of less urgency than other claims. But glance at the scope of the work and see what it means.

It means that the tears and sufferings of no child shall, if possible, go unheeded and unassuaged; that shelters and homes shall be provided when home has lost its beauty and its meaning; that those little ones who have come into the evil heritage of pain, and disease, shall find hope and help where none hitherto had been forthcoming; that they may be provided, where possible, an adopted home where love and joy may come into their lives; and last, but not least, that those poor children who bear the undeserved brand of illegitimacy, may no longer be outcasts. It is not for us to pass judgment on those who assume the responsibility of parenthood without attempting to fulfill its obligations. A greater Judge will attend to that. But meanwhile I submit that such hapless little ones are the children of God and not of the devil, and that upon all of us must rest some measure of responsibility for their future happiness. Ottawa alone has 212 cases of this sort to deal with, and, though legislation has been enacted referring to illegitimacy, the burden and the expense have been thrust on the Children's Aid Society.

The Adoption Act, excellent as it is, has meant also that the carrying of it into actual practice has thrust upon the Society the arduous, expensive, and very difficult work of investigation of the many conditions related to the placing of the child in a desirable home. Here again there has been a great increase of work, for in Ottawa there have been this year 139 such cases to deal with. Moreover, simply because economic conditions have been so bad, there are hundreds of children who physically are in a worse condition than otherwise they would have been,

and this means more care and a slow building up of the whole system of the child before it can be committed to other hands.

There is a significant paragraph in that section of the Public Welfare Commission's report which deals with this subject, in which it is remarked that "recognized standards set the maximum at 65 children per full-time child-supervising worker, and this without any such task as that of instituting and enforcing collections of money from fathers of illegitimate children." Personally I should think that the thorough supervising of the life of sixty-five neglected and unhappy children would be decidedly a 'full-time' affair. What are we to think, then, when we know that in the Ottawa Children's Aid Society no less than eight hundred children have to be supervised by one officer!

Let us not delude ourselves. The philanthropic citizens who have devoted themselves to this great work, and the over-burdened officials who are carrying out the administration, are more than justified in using the old and well-known cry, "Come over and help us."

This Society, by its charter has charge, also, of the County of Carleton, and obviously, for lack of funds to do properly its own steadily increasing work, has been unable to prosecute thoroughly that work throughout the County. There are probably many now listening to me from that outside district and doubtless they too will respond to an appeal for support of a cause which, when understood, should command their practical sympathy. As we survey the whole scope of this Society's activities, and think of the tact, the unwearied patience, the unselfish and devoted labours which are entailed, the immense benefits which flow from these activities, and the inadequate state assistance, we are amazed at what has been done, we are astonished at the success achieved under sometimes greatly difficult circumstances, and we necessarily feel that to their request we **cannot**, in very shame, turn a deaf ear.

It is not necessary to have children of one's own to love children. Indeed, I have occasionally met those who have their quiver full of these young arrows who profess to find them a trial and nuisance sometimes. These, however, are only the casual references to robust offspring from rather harrassed fathers and mothers. But let the day come when sickness and unhappiness threaten the even tenor of those children's lives, and see then the full expression of love and anxiety on the part of those who brought them into the world! None of us can be unconcerned about the future character of our country. Soon we of the older generation will be removed from the scene, and upon these little ones of to-day will depend the quality of Canadian citizenship, and, Canadian national life. Surely, surely, it is much that we should try and plant the feet of these younger people upon the true road to happiness, and set their faces to great and fine things.

But there is more than this in the message of childhood. The most hardened criminal will yield to the appeal of a child's heart, when no other appeal will move him. Life, indeed, would be a drab and dreary business if it were not for the laughter and joy of children. The man or woman who can bring the smile of contentment and gladness to a child's face is surely not far from the kingdom of God. It was One who loved little children Who said of them that it was not the will of His Father in Heaven that one of them should perish, and Who warned the man who offended one of these little ones that it would be better for

him to be drowned in the depths of the sea. Their trust, their confidence, their innocence, and their affection, are at once a reproach to our immersion in things that do not last, and do not greatly matter, and an inspiration to unselfishness and to a greater trust and confidence on our part in all those who, with us, tread the dusty path of life.

And not one of us even faintly knows the powerful influence upon the plastic mind of childhood of our smallest words and deeds. "If," as one great writer has said, "you scrape and save to leave money to your children after you die, instead of giving them illuminated minds and healthy bodies, you are damnably bad parents, enemies of your race, and of the human race." Half the sweetness of life, half its happiness, would be gone if the happiness of children—of all children, not only your own—were impaired and neglected.

And as such thoughts sweep through the mind none of us need hesitate to encourage and strengthen in every possible way the work of the Society which is earnestly and nobly setting itself to discharge a task which is, in very truth, the task of all. I suggest, therefore, to everybody within the sound of my voice, that they should give, give even though it means some further sacrifice of personal comforts, and remembering always that God loveth a cheerful giver.

AMENDMENT—JUVENILE DELINQUENTS' ACT OF CANADA

At the request of some of the social agencies in Canada, the Council directly and through Mr. W. L. Scott, Honourary Counsel, approached the Minister of Justice in December, 1931, requesting his favourable consideration for an amendment to Section 33 of the Juvenile Delinquents' Act reading:

"Provided that it shall not be a valid defence to a prosecution under this section, that notwithstanding the conduct of the accused the child did not in fact become a Juvenile Delinquent."

This amendment was sought to strengthen Section 33 of the Juvenile Delinquents' Act in the same way as sub-section 4 strengthens sub-section 2 of Section 215 of the Criminal Code. It would also harmonize this section of the Juvenile Delinquents' Act with Section 215 of the Criminal Code, which is of a like nature.

On February the sixteenth, 1932, the amendment was passed by the House of Commons in the following terms:

"1. The Juvenile Delinquents' Act, Chapter forty-six of the statutes of 1929, is amended by adding to section thirty-three thereof the following subsection:—

"(4) It shall not be a valid defence to a prosecution under this section that notwithstanding the conduct of the accused the child did not in fact become a juvenile delinquent."

The explanatory note accompanying the presentation of the bill to the House of Commons read:—

"1. Section 33, to be amended, at present reads as follows:—

33. (1) Any person, whether the parent or guardian of the child or not, who knowingly or wilfully

- (a) aids, causes, abets or connives at the commission by a child of a delinquency, or
- (b) does any act producing, promoting, or contributing to a child's being or becoming a juvenile delinquent or likely to make any child a juvenile delinquent,

shall be liable on summary conviction before a Juvenile Court or a magistrate to a fine not exceeding five hundred dollars or to imprisonment for a period not exceeding two years or to both fine and imprisonment.

(2) Any person who, being the parent or guardian of the child and being able to do so, knowingly neglects to do that which would directly tend to prevent said child being or becoming a juvenile delinquent or to remove the conditions which render or are likely to render said child a juvenile delinquent shall be liable on summary conviction before a Juvenile Court or a magistrate to a fine not exceeding five hundred dollars or to imprisonment for a period not exceeding two years or to both fine and imprisonment.

(3) The Court or magistrate may postpone or adjourn the hearing of a charge under this section for such periods as the Court may deem advisable or may postpone or adjourn the hearing sine die and may impose conditions upon any person found guilty under this section and suspend sentence subject to such conditions, and on proof at any time that such conditions have been violated may pass sentence on such person.

Prior to 1921 it was held in the cases of *Rex v. Hoffman* (1919) 1 Westly Weekly Reporter, 625, and *Rex v. Limoges* (1920), 1 Westly Weekly Reporter, 293, that under the section as it then stood it was necessary, in order to convict, that it should be shewn that the child had actually become a juvenile delinquent as the result of the conduct of the accused. In 1921, with a view to overcoming the difficulty created by these decisions, subsection 1 (b) was amended by inserting the words "or likely to make any child a juvenile delinquent." In the case of *Rex v. James Stron* the Chief Justice of Manitoba, on March 24, 1930, decided that the insertion of these words had not altered the meaning of the section, and that *Rex v. Limoges* was still good law and to be followed.

The purpose of the present amendment is to make it clear that it is an offence to do any act which is likely to make any child a juvenile delinquent whether as a result of such act the child did or did not in fact become a juvenile delinquent. The amendment is put forward at the instance of the Attorney General of Manitoba, and is supported by the Attorney General of Nova Scotia; the Solicitor to the Attorney General's Department, Ontario; the Attorney General of Alberta; the Attorney General of Saskatchewan and a number of officials and societies interested in the enforcement of the laws relating to child welfare."

As above mentioned, the bill passed the Commons on February 16th and the Senate on March the 8th.

"WHITHER BOUND"

A Study of Forty-Three Commitments to Industrial Schools.

"Whither Bound" is the arresting title of the report of a study made by the Big Brother Movement in Toronto, of forty-three boys committed to industrial schools from the Toronto Juvenile Court in the two years 1929 and 1930. The field work of the survey was done by Mr. Joseph McDermott, B.A., B.D., a student in the Department of Social Science, of the University of Toronto. This study was stimulated as the result of the light thrown upon the subject by a similar survey of youthful offenders in Canadian penitentiaries made in 1928-29 by Frank T. Sharpe, General Secretary of the Big Brother Movement, as chairman of a special committee of the Juvenile Delinquency Section of the Canadian Council on Child and Family Welfare. The final edition of this was published, in 1931, under the title "Youth in Revolt."

The report is presented in three sections: (1) The environmental conditions and social background; (2) Pictures of the home background taken from the social records; (3) Statistical summaries.

The facts, on which this study is based, were obtained from the case histories of the boys' families, built up by the various social agencies with which they had come in contact. As in several instances, as many as five and six agencies had given service of some kind to the family, it was felt the information so obtained was fairly accurate and complete.

The 43 boys included in the study ranged in age from 11 to 15 years, and prior to their commitments to the Industrial Schools, had appeared an aggregate of 308 times (an average of more than 7 times per boy) in the Juvenile Court. The highest number for one boy was 13 times.

The social histories' section tabulates the ages of the boys; natures of the offence, etc.; nationality and occupation of fathers and mothers. Home conditions and community background are described and an attempt made to appraise the exact influence of the parents on these boys. A similar effort is made to gauge the influence of the neighbourhood and school on the boys' development and reactions. Of course, the court records are analyzed in detail.

Family Backgrounds.

"Contrary to general belief" the report finds that all these boys were Canadian-born though twenty were of foreign-born parents, and thirteen more, children of parents born in the British Isles. This would appear to reinforce the contention of Mr. Atkinson's report* in respect to the responsibility of the Canadian community for the conditions under which young, first generation Canadians are often forced to live in our congested urban areas.

Most of the fathers were drawn from the ranks of unskilled labour, in work requiring little training or previous preparation. Fourteen of the mothers worked outside the home, during the day, while ten others found it necessary to add to the family income. Not only were the incomes small, but in most cases there was little or no knowledge as to proper economic distribution of what there was.

The majority of the homes from which these forty-three delinquents came were very close to the poverty line, e.g., eight of the families were

* See Boys in Trouble. Page 1 of this issue.

found to have been in receipt of relief from the House of Industry for from five to twelve years. Twenty-two of the boys had been under the supervision of the Big Brother Movements of the city.

Twenty-four of the families lived in crowded districts where the buildings had become dilapidated and run-down, and where there were no community recreational facilities. In no case was the academic standing of the boys high, and the I.Q. of the majority of the cases was decidedly low. Of the forty-three boys, thirty-nine were frequent truants. Their first court appearances were for truancy, in many cases, or for theft and truancy.

"The father as the bread-winner and head of the house is a prime factor in the life of a growing boy," the report remarks, and continues, "in twenty homes, the father was away permanently, and the boy had lost his counsel. In ten of the homes the father had died prior to the boy's commitment; in six homes, the father had deserted and his 'whereabouts' were unknown; in three, there were permanent separations; in one home the father was divorced; in seven of the homes there were stepfathers."

The report refers to the conclusions of Drs. Sheldon and Glueck* that "home training is largely responsible for the general increase in juvenile delinquency and hence later more serious crimes." The Toronto study found twenty fathers taking no apparent interest in the discipline of their boys; thirteen weak; and four leaving the matter to the mother; in only three cases, were the fathers themselves definitely interested.

The effect of parental example, the report claims, was quite marked; in twenty-nine cases, the example was poor and in many, definitely vicious; in many others, the fathers had definite court records.

In eight cases, the fathers were known to be definitely of low mentality, two requiring institutional care. The toll of alcoholism was marked; in eight of the forty-three cases, the fathers were drunkards; and in eight others what might be called "steady drinkers."

The report comments on the intimate nature of the mother's contact with the child, in the home, especially in his early years. In four of these homes, the mother was dead; in three, she had deserted with another man; in three, the parents had separated; in three, there were stepmothers. In one case one mother threatened to strap her boy when he refused to steal coal from the railway. This led to his arrest, and first court appearance.

The story of maternal discipline is similar to that of the fathers,—eleven mothers showed little interest; thirteen were weak; four too indulgent; but thirteen, as against three of the fathers, showed quite evident interest in the proper upbringing of their boys. A few of the mothers also had court records, and nine, low mentalities.

In six cases, there were doubts as to the legality of the marital relations of the parents. In twelve cases, there was definite suspicion as to the moral character of the mothers.

Eight of the mothers were addicted to the use of alcohol.

Home routine was definitely bad in many cases, in several homes, there being no regular time for meals.

* Five Hundred Criminal Careers.

Neighbourhood.

The neighbourhood environment was definitely related to some of the problems—twenty-four boys coming from very poor areas, and thirty-four altogether from the congested “downtown district.” In twenty-five cases the boys belonged to small “gangs,” while, on the other hand twenty-three had never belonged to any boys’ club of any kind. Church associations with many of the families and children were slight or non-existent.

Summary.

As in many other studies, theft of one type or another was the overwhelming cause of the majority of court appearances. The delinquency of the boy generally extended over a period of three to five years, with accumulating frequency of appearances, immediately preceding commitment. (One asks whether commitment may not be suggested only when delinquencies seem to be uncontrollably multiplying).

The report reverts to the breakdown of the home as the predominating factor in recurring delinquencies, and summarizes seven family histories as reinforcing this contention.

The report, from another angle of approach, reinforces many of the implications of other studies, made in Canada, particularly “Youth in Revolt” and Mr. Atkinson’s “Boys in Trouble,”* and will confirm the impressions of many workers of experience in the delinquency field.

Copies of both are available from the Canadian Council on Child and Family Welfare or the Big Brother Movement, Registry Building, Toronto.

AN IMPORTANT ALBERTA JUDGMENT

re

THE JUVENILE DELINQUENT’S ACT, CANADA, 1929.

In December, 1931, a case arose in the Province of Alberta under the Juvenile Delinquents’ Act of Canada, 1929, Section 20 Sub-section 2, in which the facts were, roughly, that the parents of the child in question had separated six years ago with no formal deed of separation. The father and child remained in Edmonton. The mother moved about from place to place for several years. She then returned, took the child without the father’s consent and for the preceding three years had lived in the rural municipality of Hazelwood with the child, keeping house for a bachelor there. Five months preceding she had sent the child to Edmonton to work in a private home for her board and attend school. The child became delinquent and both the city and rural municipality denied responsibility for her maintenance. The Court made an order against the rural municipality of Hazelwood. The municipality of Hazelwood appealed the case giving among its reasons :

1. That the provision in the Juvenile Delinquents’ Act empowering the Court to make an order for maintenance was ultra vires of the Dominion Parliament.
2. That the Juvenile Delinquent’s Act of Canada is not in force in the province of Alberta.

3. That the charge for support was improperly made against the municipal district of Hazelwood.

The appeal came up on the fourth of February, 1932, before His Lordship, Mr. Justice Ives, who gave a verbal judgment. The judgment held :

1. That Sub-section 2, of Section 20 is ultra vires of the Dominion Parliament.
2. That the Dominion Act, however, is in force in the province of Alberta,
3. That on the facts of the case the charge was properly made against the municipality of Hazelwood, but as the sub-section is ultra vires, the order of the Court could not be upheld.

The Attorney General's Department represented the Department of Dependent and Delinquent Children of Alberta in the appeal and the argument was advanced that Sub-section 2 was ancillary to the purpose of the Act, but the Judge held against this view.

The government of Alberta immediately introduced an amendment to existing legislation to enable an order for maintenance of juvenile delinquents to be made under the Child Welfare Act of the province of Alberta and to validate all orders heretofore made under the Juvenile Delinquents' Act.

In view of the fact that this Section has been very widely used in all the provinces, enquiries are being made as to the status of this Section in respect to the Juvenile Courts' Acts of the various provinces. Because of the tremendous importance of the preservation of this Section to the social agencies caring for children, the Council office has approached the Attorneys General of the other provinces, where Juvenile Court Acts are in force, respectfully requesting that a clause should be inserted in the various provincial enactments eliminating all question of the inapplicability of any clause of the Federal Act, within the respective provinces.

The draft suggested by Mr. Scott, Honourary Counsel of the Council, who drafted the original Juvenile Delinquents' Act of Canada and who was closely associated in the drafting of the amended act in 1927, is as follows :

"If and in so far as any provision of the Juvenile Delinquents' Act, being Chapter 46 of the Dominion Statutes of 1929, is within the legislative authority of the Province and outside that of the Dominion of Canada, such provision shall have the force of law in the Province until the same is repealed by the Dominion Parliament, or until this Act is repealed by the legislature of the Province, whichever shall first happen."

TWO IMPORTANT JUDGMENTS
re
CONTRIBUTING TO DELINQUENCY

Section 215, Criminal Code of Canada.

THE REX VERSUS VAHEY CASE.

This was a case where action was taken by the Children's Aid Society of Toronto under Subsection (2) of Section 215 of the Criminal Code.

Its importance seems to justify the complete publication of the judgment thereon.

Copy of Reason for Judgment of Orde, J. A.

S.C.O.

THE KING

v.

JAMES VAHEY.

delivered 11th December, 1931.

E. G. Black, for the accused.

Joseph Sedgewick, for the Crown.

(Motion before Mr. Justice Orde in Chambers, Toronto, 11th December, 1931.

Orde, J. A.:—The appellant was convicted by the Judge of the Juvenile Court of the City of Toronto under subsec. 2 of Sec. 215 of The Criminal Code.

The jurisdiction to deal with the prosecution of an adult under this subsection appears to be conferred upon a Juvenile Court by Sec. 35 of *The Juvenile Delinquents' Act*, 1929, 19-20 Geo. V. Ch. 46 (Dominion).

The motion before me is for leave to appeal to a Supreme Court Judge under the provisions of sec. 37 of that Act, and it is agreed by counsel that I should grant leave to appeal and then proceed to hear the appeal itself which I have accordingly done.

The facts are, shortly, these: The police with a warrant entered the house in Toronto where the accused was living with the mother of the child in question. The woman was in bed. The accused had, apparently, just got out of bed. The child, a boy of four years of age, was in the bed with his mother. The accused is the father of the child.

The accused and the woman were arrested and charged under sec. 215, subsec. 2 of the Code above mentioned.

The evidence before the Juvenile Court Judge showed, in addition to the above, that the woman is married to a man living in Northern Ontario whom she left about five years ago, and that she has since been living with the accused.

Upon the evidence both father and mother were convicted in the words of the information (there is no other material before me to indicate in what particular respect the provisions of the Code were held to be violated) that they did on such a date at the house in question "in the home of James Vahey (4) a child under the age of sixteen years, by indulgence in sexual immorality or in any other form of vice, cause said child to be in danger of being or becoming immoral, dissolute or criminal, or the morals of said child to be injuriously affected, or render the home of the said child an unfit place for such child to be in contrary to the Statute in such case made and provided."

Now beyond the fact that the father and mother of the child are living in adultery there is not a tittle of evidence to indicate that the accused has done anything to cause the child to be in danger of any of the things mentioned in the information or in sec. 215 (2) of the Code.

The fact that a child of tender years is found in bed with its parents cannot of itself subject the child to any such danger, otherwise there would be tens of thousands of married couples who could be found guilty under the section.

It is true that by subsec. 2 of sec. 215 the fact that the child is of too tender years to understand or appreciate the nature of the act complained of or to be immediately affected thereby is not a valid defence. But to constitute guilt there must nevertheless be "indulgence in sexual immorality, in habitual drunkenness or in any other form of vice" under such circumstances as to endanger the child's morals in the way indicated by the Code.

The Juvenile Court Judge presumably takes the view that the father and mother of an illegitimate child must not be allowed to continue to live together and to maintain and bring up the child and that the home is to be broken up by sending both father and mother to gaol. What is to happen when they come out of gaol? They cannot resume their former mode of living for fear that the law will pounce upon them again.

This provision of the Code was not, in my judgment, passed for any such purpose as that to which the Juvenile Court Judge has applied it. He has attempted by this indirect method to punish the accused and the mother of his child for whatever moral offence may be involved in the fact that she has left her husband and is living with the accused. Now that he cannot do, and I am not willing to see the provisions of the Code, designed to punish persons who in fact are by a course of vicious living endangering the morals of children, distorted in order to punish people guilty only of a moral and not a legal offence.

There is not in the present case any evidence whatever of any sexual or other vicious indulgence. It may be, for all the evidence shows, that the parents are as careful of the morals of the child as any married parents would be. And I am unable to see how mere knowledge now, or when the child is older, of the fact that he was born out of wedlock is to be presumed to endanger his morals.

The provisions of the Code in question were never intended to be applied to any such case as this. Mere living in adultery is not of itself to be treated as "indulgence in sexual immorality" under section 215. There must be something more, some evidence of the actual sexual immorality so indulged in as to endanger the child's morals, or some

evidence that the child's morals are in fact (not in theory) endangered by the mere adultery itself, to justify a conviction.

The conviction must be quashed.

Because of the far reaching significance of such a judgment in view of the widespread use of this section of the Code, the Council, at the request of certain of the children's agencies sought the advice of Mr. W. L. Scott, its honourary solicitor, on the full bearing of this decision.

Mr. Newcombe's Opinion, 1924.

Mr. Scott quoted the opinion of Mr. E. L. Newcombe, K.C., then Deputy Minister of Justice and later the Hon. Mr. Justice Newcombe of the Supreme Court of Canada given under date of January 9th, 1924, as follows

"In reply to your letter of the 5th instant, I may explain that it is not the province of this department to interpret the provisions of the Criminal Code. These laws are enacted by the Parliament of Canada, but they are administered by the Provincial governments, and therefore any executive interpretation which may be required would come more appropriately from the Attorney General of the province in which the law is sought to be enforced.

Apparently, in the case which you state, there has been a judicial decision of the District Court judge upholding the view expressed by the police magistrate, and I suppose the judge would consider himself governed by the opinion so expressed in future cases. I would suggest, however, that inasmuch as the children live and eat and sleep in the four roomed apartment which you describe, every room and corner of it would be their home, within the meaning of the statute. There would remain, however, the question of fact as to whether the circumstances of the case were such as to justify a finding of danger to the morals of the children, but it is difficult to see how the effect would be otherwise than pernicious if these children have reached an age of understanding."

This opinion of Mr. Justice Newcombe's referred to a prosecution under this section before a police magistrate in the Province of Alberta in 1923. The undisputed facts of the case were that a woman and a man, who were not married to each other, were living together as man and wife in the same house with several children of the parties by former unions. The magistrate dismissed the charge on two grounds. First, he held that the section had no application, unless where the decencies of life were not observed and, second, that as there were four rooms in the house and the man and woman slept in one of these, behind closed doors, the morals of the children were not affected. The case was appealed to a District Court Judge, who sustained the ruling of the magistrate and dismissed the appeal. The view taken by the court in this case is not one that has been adopted in other parts of the Dominion. In Ontario, for instance, there have been a great many convictions upon evidence similar to that relied on in the Alberta case.

Mr. Scott said that in his opinion, prosecution under this Section, in the particular circumstances of the Vahey case was not well advised in that on the face of the evidence the man and the woman were living together as man and wife observing the ordinary decencies of life, and

the only child in question was the child of their union. Under such circumstances, Mr. Scott thought that if as he was informed, no other children were involved, then subsection (2) of Section 215 of the Criminal Code was never intended to apply to such a case and that section 33 of the Juvenile Delinquents Act was not applicable either. Mr. Scott submitted that the Court would be going very far afield if it should hold that it was its duty in a case where two people were living together as man and wife supporting the child or children of their union, to insist that they should be legally married.

Under these circumstances, Mr. Scott felt that, regardless of the letter of the law, the decision made by Mr. Justice Orde was in accordance with the spirit of the legislation.

Origin of the Section.

Mr. Scott explained that during the war it had been found by certain Children's Aid Societies, to be a not uncommon practice for men to make their abodes with the families of soldiers serving at the Front and for the parties to live as man and wife notwithstanding that the soldiers' children were living there with them. This raised, of course, a very difficult situation from the point of view of the children's welfare. There seemed to be no provision then on the statute books under which the matter could be dealt with and Mr. Scott was requested to draft an amendment to the Criminal Code and endeavour to have it adopted by Parliament. The provision in question namely, what is now Section 215 (2) of the Criminal Code was accordingly drafted and enacted by Chapter 16 of the Statutes of 1918 as Section 220 (a) of the Code. At the revision in 1927, Section 220 (a) was incorporated in Section 215 in favour of the amendment and it was adopted.

In this connection Mr. Scott states :

"Every member of the Committee fully understood that the intention was that where a man went to live with a married woman having children, his living with her was under the circumstances to be made a criminal offence for which he could be sent to prison and in order to avoid a successful raising of the defence, that no evidence could be given of any sexual or other vicious indulgence, the provision was inserted that the fact that the child was of too tender years to be affected should not constitute a defence."

At this same meeting of the Senate Committee at which this amendment was reported so favourably a large number of other amendments having to do with moral offences were considered and everyone of them thrown out. It was Mr. Scott's opinion that it was the explanation of the evil effect on the children of a situation such as he described and of the impossibility of dealing with it otherwise that led the committee to report favourably on the proposal.

THE HAMILTON CASE.

In the Police Court for the City of Hamilton.

Rex v. Eastman and Potter.

Reason for Judgment of H. A. Burbidge, Police Magistrate.

Caroline Eastman was arraigned before me on February 2nd, 1932, on an information and complaint laid by Helen M. Stott, a member of

the staff of the Children's Aid Society at Hamilton, and at the instance of that Society charging that the said Caroline Eastman and one Blake Potter did within two years last past at Hamilton, in the County of Wentworth, in the home of Reginald Eastman aged 10 years, unlawfully by indulgence in sexual immorality or in any other form of vice cause such child to be in danger of being or becoming immoral or render the home of such child an unfit place for such child to be in contrary to the provisions of Section 215 Subsection 2 of the Criminal Code.

Potter was not brought to trial it being alleged that he had absconded and escaped apprehension.

The accused Caroline Eastman was tried summarily upon her plea of not guilty and was ably represented by Counsel. The Crown was represented by the Crown Attorney.

The facts of the case are shortly these:—

On the night of January 30th, 1932, at about 12.10 in the morning, two Detective Officers, holding a search warrant, visited the home of the accused at 129 Steven Street, Hamilton.

They found the following condition of affairs. In the front room was a boy, Reginald Eastman, son of the accused woman, aged about ten years, and Wilfred Eastman aged about seventeen years, both sleeping on the floor, and both being sons of the accused woman. In the middle room on the same side of the house were sleeping a Mr. and Mrs. Kenneth Eastman, this Mrs. Eastman being before her marriage Lucy Potter a daughter of the accused Blake Potter, and Kenneth Eastman being a grown-up son of the accused woman, he being aged twenty years. In the rear room on the same side of the house the Officers found the accused Blake Potter in bed and the accused woman in bed with him, as they stated in night clothing, but in any case with her bare right leg protruding over the side of the bed, she being under the bed clothing. In the same room was found an infant child of Mr. and Mrs. Kenneth Eastman, named Irene, two years old, upon an improvised cot or mattress. The accused woman stated her name was Mrs. Eastman and Potter, in her presence stated that his name was Eastman. Later being questioned in the front room in the presence of Mrs. Eastman he admitted his name was Blake Potter.

Mrs. Stott in her evidence stated in brief that the accused woman was a married woman who had left her husband some eight or nine years previously having four male children, three of whom have been already mentioned as being found in the house.

It did not appear whether Blake Potter was married, single or a widower, though he was the father of Mrs. Kenneth Eastman.

Interviewed by Mrs. Scott the accused woman stated that she and Potter had been living together for over eight years and she had been practically supporting Potter. Mrs. Stott did not say in so many words that they had lived as man and wife but that was the meaning she intended to convey, and in view of the situation discovered by the Morality Police Officers, I infer to have been the fact.

The accused woman was seen on the streets with Potter by Mrs. Stott, and gave untruthful answers to Mrs. Stott's enquiries in regard to Potter's whereabouts.

In her evidence the accused woman denied this relationship, stating that Potter had been merely a boarder all these years. She also en-

deavoured to explain away the situation discovered by the Officers by saying that she had taken the Eastman baby into that room because it was unwell and that she had merely lain down on the side of Potter's bed and that she had her stockings on and that normally she slept in the front room with Reginald. She could give no satisfactory explanation for her presence in Potter's room rather than her own, and as I believed the Officer's version rather than hers, I gave very little credit to her testimony being influenced also not a little by her demeanor in the witness box and while she was listening to the evidence of other witnesses. The fact that two boys were sleeping in the front room supports the inference that Potter's room was her permanent abode.

The son Kenneth Eastman being called stated that he had been living with his mother since his marriage two years ago. He admitted that Potter had been living in this house lately but was not there now, and that he, Potter, had been living there steadily at times. Asked where his mother slept he stated sometimes with his wife and at other times with the youngest son Reginald. He disclaimed any knowledge of his mother sleeping with Potter. Young Eastman's evidence is open to criticism on the score of bias, and as to the one vital factor is negative and not positive.

At the close of the Crown's case, Mr. Schreiber for the accused woman, moved to discharge the accused woman on the ground that this case was indistinguishable from the recent decision of Mr. Justice Orde briefly reported in 40 O.W.N. P598 under the name of Rex vs. Vahey, by which, as a matter of law I was bound. After a brief argument it was agreed between Counsel that in order to save expense the defence should adduce their evidence, and the motion to discharge was reserved. At the close of the accused woman's evidence the matter was further and more fully argued on the motion and on the whole case, judgment was again reserved and the accused remanded to February 9th, 1932, she not being in custody but under summons.

I had occasion on the 5th day of February to try a case of Rex versus Hubbert and Shier under the same section of the Criminal Code, in which the evidence disclosed facts broadly parallel with the facts in this case. In the Hubbert and Shier case judgment was reserved and the two accused remanded also to February 9th. In the latter case also, Counsel for the accused relied on Rex v. Vahey 40 O.W.N. P598 and fortunately was able to furnish me with the full text of Mr. Justice Orde's judgment as well as the notes of evidence and judgment upon the trial of the Vahey case before the Juvenile Court in Toronto.

There can be no question that insofar as Mr. Justice Orde's judgment lays down any principle of law, I am plainly bound by it. As to anything that is purely obiter there is no Judge for whose opinions I have a greater respect, but in regard to matters which may not have been brought to the Judge's attention at all, I might properly exercise some freedom of thought and insofar as the case at bar is concerned I think I should first point out wherein this case differs from the Vahey case upon the facts.

In the first place in the Vahey case, the alleged guilty parties were the father and mother respectively of the child concerned. They were unmarried the mother having left her legal husband some five years previously the child being a boy four years of age.

In this case the difference is that Reginald Eastman is not the son of Blake Potter and he is ten years of age, and while there is no charge in respect of the baby Eastman it may be noted for what it is worth as evidence of acts similar to the one charged that baby Eastman is not the child of either of the accused. In other respects the facts are similar.

And so it transpires at the outset that the cases are not on all fours as regards the facts.

There have been no prosecutions in Hamilton under this Section in respect of two persons cohabiting as man and wife and having residing with them their children born out of wedlock, neither being then married. I think that is because I have intimated more than once that the Section does not apply to such cases. Such a relationship is in no sense unlawful and since Parliament has not seen fit to prohibit such relationship and must have contemplated the existence of such children in just such environment it may be held without difficulty that the Section was not intended to apply to such conditions, whatever may be said with regard to the burden on the taxpayer directly or indirectly arising from such relationships with their almost complete absence of the legal obligations ordinarily imposed on married couples with respect to each other and their children.

If, however, one of the parties to such relationship or both, are already married and his or her or their spouses living and there is issue of this irregular union somewhat different consideration may arise and that is the case dealt with by Mr. Justice Orde.

Then again, if the child or children in question is or are the child or children of only one of the parties, we have gone beyond the scope of Mr. Justice Orde's decision and entered the field of enquiry in the present case, and the decision is not binding on me though it may be of great assistance in determining this question.

As far as I am able to extract the legal principle underlying Mr. Justice Orde's judgment, it is this, that mere cohabitation of the sexes involving as it must sexual intercourse between them (which I take it is conclusively presumed) is not that form of "sexual immorality" even though it be adulterous which in respect of their own progeny is punishable under the Criminal Code, unless it be proved either that it is so gross or flagrant or carried on so out of the normal as to amount to vicious indulgence endangering the child's morals or that the merely normal intercourse incident to such relationship does in fact and not in theory endanger the child's morals.

That at any rate is my understanding of the principle of the decision.

With that principle I cannot quarrel even if I wished to do so.

There is one phase of the matter that so far as I can see the learned Judge's attention was not directed to, namely, the effect of the words in the Section "renders the home of such child an unfit place for such child to be in."

The Learned Judge has dealt entirely, it seems to me, with the question of the danger to a child's morals. The question as to the fitness or unfitness of the home may be something entirely different and quite independent of any question of danger to morals.

Mere living in adultery is undoubtedly a serious violation of the code of public morals existing in this Dominion and in this Province, and it may well be urged that such a mode of life in the home of a child, even if not vicious in the sense of the section of the Code under consideration,

does create a degraded moral atmosphere which is inimical to the moral health of the child, and that the child especially if it be not the child of both parties involved ought not to be allowed to be brought up in such an atmosphere.

To apply a test to that question it may be pointed out that there are three separate subsections of Section 1 of the Children's Protection Act of Ontario, namely, Subsections (g) (iv) (g) (viii) (g) (xiii) any one of which might be looked at for a definition of a "neglected child" and which would cover the case of the child above mentioned.

Should the Children's Aid Society make application to have a child made a ward under the circumstances that the child is living with an adulterous parent, is it not reasonable to suppose that the application would properly be granted on the ground that the home was an unfit place for it to be in?

There is another aspect of the case to which it appears reasonably certain the attention of the learned Judge was not directed.

Under the facts in the Vahey case the learned Judge seems to have based his judgment on the conclusion that Section 215 gives no power to punish for the commission of a "mere moral offense" and he so expressed himself in two or three parts of his judgment.

Now, it is the popular conception that adultery in itself is a mere moral offence and not a legal offence punishable by law. I assume that if the evidence in the Vahey case had shown on the part of the mother mere sporadic acts of adultery or if her adultery had been promiscuous the learned Judge might have concluded that she was merely gratifying her sexual desires and that in such case there might well be proof of vicious living. But it appears to be the view of the Judge that mere incidental adultery in a life otherwise conforming to the pattern of normal married life takes away the vicious element in the situation.

In other words the permanence and stability of the relationship is its justification if not its badge of respectability. That is what leads me to think that the learned Judge's attention was not called to the provisions of Section 310 Subsection (b) of the Criminal Code which provides as follows:

"310. Everyone is guilty of an indictable offence and liable to imprisonment for five years and to a fine of five hundred dollars . . .

- (b) Who lives, cohabits, or agrees or consents to live or cohabit in any kind of a conjugal union with a person who is married to another or with a person who lives or cohabits with another or others in any kind of a conjugal union.

This section read in conjunction with Section 948 which appears to do away with the effect of some earlier decisions on former similar sections, would appear to cover the case where the parties live in open continuous adultery and expressly and quite probably impliedly represent themselves to be man and wife, a union almost invariably referred to by the parties themselves in such cases as "a Common Law marriage," and if this be so the adulterous party under Section 69 would be treated as a principal and accomplice in the commission of the offence.

It is to be noted that adultery has always been an indictable offence in New Brunswick under an unrepealed pre-Confederation Statute.

In any event in my view the facts in this particular case, distinguishable as they are from the Vahey case, are sufficient to sustain a conviction in the terms of the offence charged and I so hold.

There have been several convictions in the past two years under this section in this Court and the penalties have ranged from a fine of one hundred dollars to two hundred dollars, and in one or two cases imprisonment in the case of the man, who more often than not is the principal offender, and in the case of the woman usually suspended sentence under conditions prescribed by the Court which will insure a discontinuance of the objectionable relationship unless there be exceptional circumstances calling for some form of punishment.

I have already hinted at another phase of the matter, namely the sometimes severe financial burdens imposed on the public treasury as a result of these irregular sex relationships.

One who sits in Criminal Court, including the so-called Domestic Relations Court, and also in the Juvenile Court and Children's Protection Court, dealing with offences against children and wardship applications involving a very large number of cases in the aggregate, cannot fail to be struck by the astonishing number of these so-called "Common Law Marriages" or companionate marriages as they really are and the appalling results that so often flow from them. Persons in this relationship are almost entirely immune from the civil obligations and criminal responsibility attaching to legally married persons, with the result that in a large percentage of them the children of such unions, and often their mothers become public charges imposing a very large financial burden on the municipalities, not to speak of the immense load of child misery and the influence on such relationships with the publicity that nowadays attends them in undermining the morals of the rising generation. Courts of Justice are Courts of Law and not of morals, but I think all judges and magistrates prefer to be "on the side of the Angels."

If adultery is not a crime under Section 310 of the Code there is a great and growing number who think it ought to be.

These remarks are intended only to show the necessity for strictly enforcing the law in such cases and imposing more drastic penalties with a view to curtailing such offences.

In view of the fact that I have felt impelled to find the accused guilty in spite of the arguments adduced on her behalf by her Counsel, based on the Vahey case, I think this would be a very proper case in which to secure the opinion of the Appellate Division of the Supreme Court, and a final disposition of a vexed question, and to that end I will state a case for the opinion of the Court if Counsel for the accused so desires, and if he now intimates such desire I will defer sentence until such time as the matter is disposed of, granting the accused woman bail on her own recognizances to appear for sentence at the expiration of two months from this date, when, if the conviction is upheld, I will impose such sentence as the merits of the case may dictate.

The accused woman is hereby convicted of the charge as laid.

As I have pronounced a similar judgment in the case of Rex versus Hubbert and Shier, I am prepared to grant a stated case in that case also, and as the cases are on all fours it might be arranged that there be one stated case if possible, or that both be brought on at the same time.

Hamilton,
February 9th, 1932.

(Signed) H. A. BURBIDGE,
Police Magistrate,
Hamilton.

VANCOUVER WELFARE FEDERATION.

A Noteworthy Achievement.

On Monday, February 15th, the second annual meeting of the Vancouver Welfare Federation was held, marking a milestone of outstanding prominence in social work at the Pacific Coast.

It will be remembered that the Vancouver Welfare Federation was set up, with temporary staff, early in 1930, following adoption by the Vancouver social agencies of the report on the constitution of a council and financial federation, submitted by Mr. J. Howard T. Falk, then director of the Financial Federation of Montreal. Mr. Falk was induced to accept the position of executive director of the new Vancouver Federation but remained in charge in Montreal until the close of the campaign there in November 1930. He left immediately afterwards for Vancouver, and launched the first campaign there in February 1931, to cover the agencies' needs from April 1st to December 31st, 1931. In order, therefore, to bring the budget allotments down to the usual twelve-month period of the calendar year, Vancouver faced the unusual difficulty of having a second campaign within eight months—in November 1931—to provide the twelvemonths' budget requirements of the agencies for 1932. The very real success, attendant on both campaigns is a tribute to the sense of public service of the citizens of the Pacific Coast, and to the proven ability of Mr. Falk, to enthuse, organize, and render effective such a valuable resource.

The 1931 Fund Campaign.

In the first campaign, a total of \$262,571.50 was subscribed. Administration expenses from April 1st to December 31st were \$11,331.64, with campaign expenditure, in the first campaign, \$7,822.45. Interest earned in this period totalled \$3,319.17, leaving the net cost at \$15,814.92, or 6.06% of the campaign fund.

An analysis of the donations revealed that \$148,726.00 (or 57%) was received in cash at the time of the campaign, and by February 10th, 1932, 94½% of the total subscribed had been paid in, leaving only \$14,470.00 outstanding, part of which has been written off because of death, removal from the city, known inability to pay, etc. Considering present conditions, and that this was Vancouver's first campaign, everything indicates 100% payment of all pledges in normal years.

At the end of the year, a surplus of \$25,105.00 could be carried forward, which, providing 1932 pledges are well met, will enable the Budget Committee to meet the needs of the 38 agencies now in Federation. This surplus has been invested on call.

The 1932 Fund Campaign.

The second campaign, in the fall of 1931, realized \$276,119.85, thirty-eight per cent—\$99,920.41 being received in cash, this difference in cash percentage from the first campaign being inevitable when a second appeal had to be made in eight months.

Since January 1st, 1932, \$51,357.51 has been received on account of pledges, making the total in cash to date \$151,277.92 or 55% of the Fund. With 10 months still to go, it seems reasonable to anticipate

practically full collection of pledges. Of this fund \$99,000.00 was invested in the Dominion National Service Loan.

Some Interesting Facts About The Vancouver "Chest."

The Vancouver Federation contains more agencies (38) than any other Federation in Canada, and the actual number of subscribers to both appeals was nearly equal to that of Federations with much larger objectives.

The population of Vancouver is 246,593, and holding two campaigns within the year, total subscriptions, within 9 months, aggregated well over half a million dollars, with immediate cash payments of over a quarter million.

The contributors numbered 13,434 individual subscribers, and 9,600 subscribing through 304 firms.

Though the pledge cards made provision for the designation of donations, only 376 subscribers made 902 designations of their subscriptions.

New agencies developed in the year were the John Howard Society, for the re-establishment of discharged prisoners, and the Health League, to provide health service to agencies in federation.

An additional grant to the Y.W.C.A. enabled them to appoint a special social worker for girls requiring individual attention in adjustment.

In the care of the returned soldier, Federation has accepted the principle of recognizing the need of the returned soldier for help, in the maintenance of an adjustment service, and service and relief to families and individuals in need and distress, but has decided that Federation funds should not be used for purely social and club activities, except in respect to a downtown restroom for the Amputations Association members. Federation has asked all soldier organizations to confer and bring in a recommendation in respect to the organization of their services.

Care of Homeless Men.

Federation undertook to recompense the Central City Mission, at a fixed rate, up to \$4,000.00 in 1932, for all meals or beds provided to men presenting reference slips given to them by subscribers to Federation, who had obtained these books. These tickets are only honoured on the day issued, and when held by the man to whom they have been issued. The Mission has also appointed a social worker, to give individual attention to men requiring special help, and for the development of a broad social programme within the institution.

Adjusting the Budgets.

When the 1932 objective, \$305,000.00 was not reached, the different agencies were asked to make cuts wherever possible, and responded to an aggregate of \$7,827.06, which with the surplus, from 1931, will allow the agencies to carry on, providing pledges are well met, and provincial and municipal grants not reduced.

DOMINION UNEMPLOYMENT RELIEF

(Under Federal Legislation of 1931).

The Honourable, the Minister of Labour has tabled in the House a complete report of undertakings and expenditure under the Unemployment and Farm Relief Act of 1931 and related regulations up to the date of March the first, 1932.

The report states that after the issuance of the general regulations, conferences between the Minister of Labour and the various provincial governments were held and agreements as provided in the regulations were concluded in reference to expenditures for direct relief and for undertakings for the purpose of providing work for the unemployed.

These agreements provided that where no employment could be given the Dominion would pay to the province for remittance to the municipalities such proportion of the expenditure of the latter for direct relief as might be agreed upon between the municipality and the province.

In reference to direct provincial relief in unorganized territories where no municipalities existed the Dominion Government's contribution to direct relief was set at 50%.

For public works undertaken by municipalities the Dominion Government agreed to contribute 25% of the expenditure in the five eastern provinces and 50% in the western provinces unless by special Order-in-Council, a greater proportion of the cost of any such works was assumed by the Dominion Parliament.

The Dominion contributed 50% to provincial works and undertakings in all the provinces and a similar percentage in connection with any work carried out on the trans-Canada highway.

On provincial highways in the four western provinces and Prince Edward Island, the Dominion contributed 50% and 40% in the other two eastern Maritime provinces and in Ontario and Quebec.

By Orders-in-Council in October, a sub-committee of the Cabinet on unemployment relief was appointed consisting of :

The Minister of Labour as Chairman, The Rt. Hon. Sir George Perley, The Minister of Public Works, The Minister of Agriculture, The Minister of Fisheries, The Solicitor General, and The Dominion Director of Unemployment Relief, acting as Secretary.

On the date of filing the report, which is now published, (namely, March the first), Dominion contributions to provincial and municipal expenditures of public works had amounted to \$26,586,762.90, of which \$14,415,590.48 was on municipal works; \$1,591,187.72 on provincial works; \$6,473,848.35 on provincial highways and \$4,106,136.35 on trans-Canada highways.

Special works undertaken to relieve unemployment of a purely federal nature amount to \$6,480,930.20 of which \$3,400,835.76 has been expended to date.

The report estimates that up to the end of January, 1932, 339,007 individuals have been given 6,917,366 mandays' work.

The direct relief disbursements to the end of January, 1932, indicate that relief has been given to 741,241 persons and that the number of meals given has been 2,223,671, and the number of nights' lodging 462,461. However, a glance at some of the provinces would indicate

that complete returns had not been received at the date of the printing of the report and that these totals will be much greater.

Direct relief grants paid to date amount to \$856,848.70.

In addition to these expenditures the Saskatchewan Relief Commission reported disbursements up to February 20th, 1932, of \$4,275,991.08 given to approximately 53,727 families which includes at least 322,362 individuals.

Special Transportation.

Special arrangements were concluded with the Canadian Passenger Association for the granting of a reduced fare on the railways for unemployed travelling from urban centres to relief camps established by the province and for the similar movement of unemployed farm workers from city centres to farms under arrangement for winter employment. The same rate applied also for the movement of unemployed to special camps established for land clearing in different centres. The set rate arranged was one and a half cents per mile with the Dominion and provincial governments concerned each paying fifty per cent. When employment was completed, if the worker had remained ninety days, a return fare at the rate of two cents a mile was arranged, payable by the worker. The Dominion Government paid out over \$60,000 on this item of which \$30,000 was payable by the provinces.

Loans.

Under special authority given under the Act the Governor and Council assisted several of the provinces by way of loans or advances to meet obligations maturing, but which the provinces were unable to re-finance at the time. Manitoba, Saskatchewan, Alberta and British Columbia were so assisted to the amounts of—

Manitoba.....	\$3,775,648.14
Saskatchewan.....	\$16,802,496.18
Alberta.....	\$4,624,729.16
British Columbia.....	\$31,057,604.41

An advance of \$190,364.74 was made to the province of Ontario pending passing of accounts payable to that province.

The administration expenses of the Federal Government relief division to March the first, included \$53,957.85, the staff at Ottawa consisting of 35, with 28 more officials in the field.—C.W.

“How much more abundant is money than thought; how much harder it is, for the cure of social ills, to change men’s habits and open their minds than to slit their purses—how much harder and how much more important.”

SIR WILLIAM BEVERIDGE, in
“Unemployment—A Problem of Industry.”

RELIEF PROBLEMS, SALARY REDUCTIONS, ETC., IN SOME HEALTH AGENCIES.

(A summary of excerpts from *The Public Health Nurse*, January 1932, supplied by courtesy of the Head Office of the Victorian Order of Nurses of Canada).

In May 1931 the National Organization for Public Health Nursing took a sampling of salary changes in 102 public health nursing agencies, and reported* that in 75 associations there was no reduction in salaries and the usual increases were provided for; fifteen associations reported no increase in salaries, and 5 that if business conditions improved, increases would be given, otherwise not. One association reported two weeks of additional vacation allotted to each nurse without pay. This was the only change in vacations reported by any agency.

In August, a questionnaire sent to a representative number of agencies showed a more serious state of affairs in that many agencies reported a large increase in work, with decreased earnings, and uncertain financial outlook for 1932.

However, it was not until the budgets for 1932 were planned that it became evident generally that some cuts in expenses would have to be considered in both official and non-official agencies. It was then that the N.O.P.H.N. became deluged with requests for advice. Shall we cut salaries? How? Shall we draw on invested funds or cut program? Is it better to drop off staff nurses or cut salaries? What are other associations doing?

The Executive Committee of the Board of Directors immediately authorized the appointment of a committee (announced last month) to consider the effect of the present economic situation on public health nursing and to advise the N.O.P.H.N. in whatever action or leadership it assumed in relation to the emergency. The committee, to be known as the Economic Emergency Committee, of which Miss Elizabeth Folckemer, director of the Visiting Nurse Association of Cleveland, is Chairman, held its first meeting in November and it recommended to N.O.P.H.N. :

1. To gather facts at once from official, non-official, urban and rural public health nursing agencies as to the changes in administration, income, expenses, programme, relationship to other agencies, and other factors which are due to the economic emergency.

(Acting on this recommendation, questionnaires are being prepared to secure a sampling of conditions all over the country, and it is hoped when these questionnaires are returned that the N.O.P.H.N. will then be in a strategic position to answer the question: What are the other agencies doing ?

From these facts, also, the committee hopes to be able to judge how satisfactory adjustments may be made to certain of the changes growing out of the depression. Its members are convinced that the situation will teach valuable lessons which may be applicable to more prosperous times, just as they are aware of emergency adjustments which it would be very unfortunate to perpetuate).

* See the *Public Health Nurse*, May 1931.

2. To publish in the January 1932 number of Public Health Nursing a progress report of the Committee's work, at the same time suggesting certain safeguards to standards and policies which meet with the approval of the committee and may be of help to local groups.

It is these suggestions which are largely reprinted herewith:

I.—Reductions in Program.

(1) That before cuts in programme, service, or salaries are effected, it is recommended that every agency scrutinize its local programme and its function in relation to other social and health agencies, with a view of discovering any duplication of service or overlapping of function, or possible combination of forces.

(2) That careful consideration be given to the essential reason for and benefit from the services now offered.

(3) That all possible economies in administration be practiced, for example: in rent, supplies, transportation, reduction of absentee visits, etc.

(4) That before cuts in programme are made, the effect of such a reduction in service be considered in relation to—

- (a) the community situation and need,
- (b) the other agencies dependent on, or connected with the programme,
- (c) the responsibility of the public health nursing agency for leadership in any particular field,
- (d) the stage of development of the service to be cut.

(5) That all possible means for retaining any service be considered, such as asking for support from tax funds if any service concerns work for which the official group might legitimately pay.

(6) That agencies review federal, state, county and local legislation to find out whether or not recent changes have made possible the delegation of responsibility to official funds—for example, care of dependent, crippled children.

(7) That the point be stressed and utilized that a citizen's group has an added responsibility at this time to support the service, or to see that the official agencies are bearing their full share by pointing out that free service to citizens unable to pay for it is just lien on tax monies.

(8) That it would seem wise to arrange that the services most easily taken over by other agencies would be the first to be eliminated.

(9) That very serious consideration be given to using invested funds, which after all are intended for emergencies, before too radical a change in program, or cutting in service, is undertaken.

(10) That before invested funds, or the principal of an agency, is drawn upon, the business advisory committee, or business men and bankers in the community, be consulted both as to the advisability of drawing on capital and as to the method. It is of course recognised that certain investment securities ought not to be sacrificed in this period of depression.

II.—Salary Cuts.

The committee believes that the question of cutting salaries is one on which the N.O.P.H.N. can offer little advice without full knowledge

of local conditions. Certain general principles would seem to be applicable, however, in most situations. It was agreed that in communities where all workers, industrial, business and social, have accepted cuts in salaries, it would be impossible and unwise to recommend that the salaries of public health nurses be not cut. It was felt, however, that before cuts are made, the board might well review the salary scale in relation to salaries being paid in communities of like size, and in relation to local standards of living.

When salary cuts are found necessary, it is recommended that the salary schedule be maintained if possible. This might be through staff contributions to the agency in time or money. A cut in salary could be either a graded cut according to salary received, or a cut made on all salaries after a certain fixed amount was exempted. For example, \$1,200 exemption and a 10 per cent cut on the balance of all salaries, on the basis of regular salary increases, would serve as a graded cut which would still recognize the original salary scale.

III.—Question of Relief.

The committee recognized that the present situation is placing some agencies in a position where it is necessary to carry on a certain amount of relief-giving over and above the usual individual medical relief. This is particularly true in communities where the family societies are swamped with case work and relief and where a milk and cod liver oil fund has been offered to the public health nursing agency. The Committee recommends that in all cases where relief other than the accepted individual medical report is to be administered by public health nursing agencies, the following steps be taken to safeguard the temporary procedure:

- (i) If it is not possible or not wise to deflect the special funds for relief to a relief-giving agency, it is recommended that the relief procedure carried on by the public health nursing agency be regarded as only one phase of the whole community plan of meeting the present situation and that the project be presented to and approved by the appropriate committee of the council of social agencies, if there is one.
- (ii) If there is no council of social agencies, it is suggested that the public health nursing agency consult the other relief-giving agencies as to methods of administration, procedure, etc.; all cases to whom relief is given be cleared first through the social service exchange, and if known to another agency, that agency be consulted in regard to the relief plan, and notified when relief is discontinued.
- (iii) If relief is given in any large measure, that a social worker be added to the nursing staff as consultant, either on full or part time—this worker might be loaned by the family welfare society—and a social service committee of the board be appointed, with the family society represented.
- (iv) In rural communities where social workers are not available, it is advisable for the nurse to form a social service committee and insofar as possible, delegate the actual relief giving to this committee.
- (v) In all public health nursing agencies, the giving of material relief over and above the accepted individual medical relief, be regarded as an emergent, temporary measure.

NOTES OF INTEREST

MOTHERS' ALLOWANCES IN THE UNITED STATES, 1931.

(Child Welfare News Summary. Children's Bureau, U.S. Department of Labour, Washington, D.C., January 16th, 1932.)

"Since 1911, when the first mothers' aid bill was adopted, all but three States have passed legislation providing for aid to mothers with dependent children. During the past few months the Children's Bureau has been undertaking a survey of the development of mother's aid throughout the country. Somewhat similar surveys were made in 1922 and 1927. Information from each county of the State as to the number of families and children receiving aid, the amount of aid given, and the status of the father is being obtained through the efforts of a State agency in 26 States and by direct inquiry from the bureau in all the remaining States, with the exception of New Mexico, which adopted mothers' aid legislation in 1931.

A preliminary analysis of the material received by the bureau shows very uneven development in local administration of mothers' aid laws in the States which have no State agency specifically authorized to supervise mothers' aid administration or in which such an agency has not undertaken an educational campaign. In all but 2 of the 16 States in which counties reported directly to the Children's Bureau, aid to mothers was not being granted in some of the counties. Mothers' aid laws have been in effect only since 1928 in Mississippi and since 1929 in Maryland, which probably accounts for the larger number of counties not granting aid in these States. Yet in 7 States which adopted mothers' aid laws before 1918, one-fifth to more than four-fifths of the counties reporting have failed to provide funds for this purpose.

Some counties failed to distinguish between mothers' aid and poor relief. In these counties the amount of aid granted to families bore little relation to the amounts defined in the law, and it was evident in some instances that aid had been given in kind rather than in cash, though cash payment is one of the accepted requirements of assistance given as mothers' aid. In 8 of the 11 States in which some of the counties reported poor relief as mothers' aid, administration of this law is the responsibility of the county commissioners, who also administer poor relief.

Much variation was shown by the counties reporting in ratio of persons receiving aid to population and in the average monthly amount granted to the families. A preliminary estimate of the average monthly grant per family for all counties in each of the 16 States shows that the average amount given in individual States varied from a little more than \$8 a month per family to a little more than \$38 a month per family. In 7 States the counties provided an average monthly grant per family of less than \$15.

Some of the conditions affecting the number of families aided and the amount of the grant per family are illustrated by statements made by individual counties in four States—Arkansas, Oklahoma, Texas, and West Virginia. Twenty-six of the 101 counties in these States reporting on mothers' aid stated that aid to mothers had been discontinued during the year, or that the number of families aided or the amounts given to the families had been reduced because of lack of funds. Inability to

collect taxes was noted as the cause of such decrease in some of the counties.

In one of these States, for example, only 13 of the 75 counties in the State had been giving mothers' aid, and 4 of these counties discontinued such grants before June, 1931, because of lack of funds. Reports from 13 counties in another State showed serious curtailment. One of these counties had no appropriation for the current year, two reported a 50 per cent reduction, and several reported funds exhausted early in the year. Similar reports have come from other States.

INTERESTING RELIEF FACTS FROM THE UNITED STATES.

The Montreal Daily Star of February the third, 1932, carried an interesting story in respect to comment on conditions in the United States at the present time.

This story quotes the opinion of national welfare workers that there are fully three and one half million families with an average membership of four and one half persons in the United States in need of relief at the present time. It is estimated that in 1932 the cost of maintenance of this group will amount to six million or seven million.

The compilation made by the Community Chest and Family Welfare groups suggests that so far only seventy-five million dollars has been provided to meet this need. Linton B. Swift of the American Family Welfare Association estimates that its four hundred agencies in affiliation are now caring for seven million dependent persons with three times as many families receiving aid now as in 1929.

Allan T. Burns, director of the Association of Community Chests and Councils, which has affiliations in four hundred of the largest cities, is quoted as stating that the needs for relief occasioned by unemployment have mounted by more than four hundred per cent in this group since 1928. Mr. Burns states that the funds raised through the community drive have increased by only 25% while the needs for relief in the last year increased by 200%. On the other hand the sums directly allocated to relief work, both public and private, have increased only 59%.

Preliminary reports indicate that one hundred and sixty-eight tax units in twenty-eight states have defaulted in interest or principal on their loans, while two states and many cities have jeopardized their credit, beyond the pale of bonds. Tax arrears on December the first amounted to thirty-eight million dollars in Philadelphia alone.

This same story estimates that 22% of the persons who would ordinarily be at work in the United States are now unemployed as a result of the depression, in turn making about 25% of the total population of the United States dependent on charity or approaching that point. It is estimated that more than 20 to 30% of the employable population are working one to three days a week.

Funds available throughout the United States with which to meet this resultant relief problem are estimated as amounting to less than 4% of the total wages which have been withdrawn from circulation through the loss of work.

It is stated in this summary that among the welfare agencies there is a general conviction that the situation can only be met by federal appropriations.

THIRD ANNUAL REPORT OF THE TORONTO OLD AGE PENSIONS BOARD.

According to the Third Annual Report of the Toronto Old Age Pensions Board, for the year ending December 31st, 1931, the total number of applications dealt with by the Board during the year was 2,191. This number is approximately one-fifth of the total applications handled in the whole Province of Ontario. Of this number 1,430 were enrolled as pensioners to receive the full amount allowed, while 184 were recommended for part payment. The remaining applications were disposed of as follows:—

Ineligible on account of Age.....	49
Ineligible on account of Residence.....	28
Ineligible on account of Income.....	169
Ineligible on account of Parents' Maintenance Act.....	59
Applications withdrawn.....	58
Applicants deceased before Pension granted.....	7
Before Provincial Commission awaiting approval and decision for January payment.....	46
Applications pending.....	161

The actual number in receipt of pensions at the end of the year was 8,026, of which number, 579 were receiving only partial grants. Of the total number, 62.42% or 5,010 were women. The number of deaths of pensioners during the year was 704. The total amount paid to the pensioners was \$1,697,509.97. Toronto's share of this being 20%, or \$339,502.01.

Among the interesting facts noted in the report are the ages of those making applications during the year:—

Age	Number of Applications	Age	Number of Applications
70.....	843	76-80	312
71.....	241	81-85	105
72.....	158	86-90	36
73.....	150	91-95	4
74.....	128	96-100	1
75.....	92		

Three hundred and thirty-four of the pensioners were living in institutions, paying their way, either in full, or in part. The number enabled through their pension to live together in private homes was classified as follows:—

Husband and wife.....	527
Brother and sister.....	11
Sisters.....	17
Brothers.....	4

The report indicates that the Local Board works in close co-operation with the Provincial Commission in endeavouring not only to enforce the regulations of the Act, but also to administer it so it will be of distinct advantage to the beneficiaries and those on whom they are dependent for support.—E.K.

A NEW SOCIAL SERVICE IN TORONTO.

In January an interesting development was given formal inauguration in Toronto. The Haven which for more than fifty years had given shelter to girls and women, most of whom suffered in some degree from mental defect, abandoned its old building and concentrated its work in three small units. The work is being re-organized in three branches.

One unit is organized to give temporary residential care to girls who find themselves in difficulties,—a girl awaiting deportation and under supervision until sailing, a girl remanded from court but not required to remain in jail, girls needing care while social agencies are making permanent plans for their future. In this first small unit organized along complete lines of home care, shelter of this kind will be given.

Lorimer Lodge, the second unit might best be described in the words of its own pamphlet,—

“To a girl who for years has lived within the sheltering walls of an institution, the outside world can become a very difficult place. Particularly if her mentality is not too high, the readjusting process should be gradually and carefully undertaken.

It is for such girls that Lorimer Lodge opens a friendly door. Although not highly intelligent, their training at Orillia has fitted them to be competent, domestic workers. They can cook, sew, do laundry work and keep a house clean. With a little kindly supervision they are quite capable of earning their living in the outside community. Some of them have already been placed in positions and are proving satisfactory to their employers.

They live at Lorimer Lodge, going out to work each morning and returning at night, and to spend their free half-days. Excursions and simple recreation are arranged for them. They are helped to budget their earnings, and plan their clothes. As they become accustomed to ordinary living, and prove themselves capable of maintaining themselves independently, they will be encouraged to make their own plans, so that their places may be filled by other girls ready to find their wings in the outside world.”

The third unit will be opened shortly. Its field is described in the following paragraph,—

“If we could only have caught her young enough,” is the wail of many a social worker as she tries to patch up the pieces of a broken life. That early catching is what the third unit in the Haven plan will attempt to do.

Pupils of the two Junior Vocational Schools for Girls in the city, are all of a mentality below that of the normal individual. When to this is added bad home conditions, and personality difficulties of one kind or another, a girl is surely headed for trouble. The efforts of teachers during School hours cannot counteract the influence of home and companions.

The plan of the Haven is to open a residence for a small group of these girls. They themselves will have the responsibility of the housework, cooking and cleaning. They will be able to make their own dresses, putting into practice the lessons they have learned at school.

They will have the sympathetic understanding and advice of house mother and social worker. Their recreation hours will be planned to give

full expression to their natural desire for fun, without the harmful influences to which they have previously been subjected."

It is gratifying to see an agency of the Haven's long history so effectively adapting itself to the needs of a vastly changed modern community.

MOTION PICTURES IN ONTARIO.

The Report of the Board of Censors of the Province on Ontario which the Hon. E. A. Dunlop, Provincial Treasurer, has submitted to the Legislature is a concise and interesting document that, by implication at least, indicates very definitely the need of such an institution as the censorship in this Province.

At the same time the statement is a tribute to the breadth of view and comprehensive attitude characterizing the work of this board at least.

It will be remembered that, in 1931 the Ontario Legislature amended its legislation providing that regulations might be made requiring that a proportion of the films made available for distribution to exhibitors and of films exhibited in each theatre should be of British manufacture and origin. The amendment provided that the quota could be fixed on a yearly or monthly basis. The terse comment of the Board speaks volumes,—“it is pertinent to report that the number of British pictures for the year totalled 26.” It is hardly accidental that the next statement in the report reads,—“As in the past the distributors or exchanges are, with two or three exceptions, branch offices of the parent organizations with headquarters in New York. Those noted as exceptions are Canadian distributors of United States motion pictures.”

The report continues that the growth of production in Britain has reached satisfactory proportions in the past year which possibly gives hope that the Dominion of Canada will not have to continue indefinitely to advertise what is quoted as “the culture and the commodities of one nation only.”

Commenting on the fact that,—“What public taste in films has been formed in Canada and the United States (which continue to be one country as far as American distribution is concerned) is almost entirely due to Hollywood,” the Board refers to the tendency of the motion picture industry to deal with the treatment of subjects, rather than the subjects themselves, and to seek, in the acting of principals, the justification of the portrayal of sordid stories and false sentiments.

An outstanding United States writer is quoted,—

“We do not want our pictures to achieve the state of degradation our stage did. Producers fight censorship, yet sexy, salacious pictures cry for it with open arms. It is significant or not that two years ago seven states were considering censorship, and this year twenty state legislatures are concerned with that vital problem.”

Of 2,145 film subjects submitted 1,407 were approved, 642 were approved after deletions or revisions and 96 were not approved, as against 65 rejected in the preceding year.

The report states that, “Gangster films and those in which lawlessness was emphasized and the perpetration of crime portrayed in detail were largely responsible for the increased rejections.”

Only 129 subjects were classified as for "Universal" showing.

It is to be remembered that the Ontario Board also controls advertising. Of 22,074 pieces of advertising submitted 21,186 were approved, 345 approved on revision and 543 considered so objectionable as to be incapable of amendment and therefore rejected.

A very satisfactory reference in the report is that to the great increase in the number of films submitted by industrial and commercial concerns, scientific and learned societies and the Government Bureaux. This occasion is taken to comment on the excellent work of the Ontario Government Motion Picture Bureau.

However, this gratification is somewhat dampened by the comment of the Board that in recent months there has been a distinct falling off of Canadian items in the news reel exhibited. This has been in part due to tariff changes which do not allow the temporary admission of United States cameras on limited permits for recording news events in the Dominion.

However, the supply of news from the Mother Country has greatly increased.

The Board comments on one outstanding and undesirable feature of the preponderance of United States films in our theatres. It is pointed out that these pictures deal with the United States jury trial, court room and judicial procedure and that our people get the impression that such methods are British, whereas the British films dealing with such subjects afford a striking contrast. The cumulative effect of so many United States films leaves on the mass mind the impression that these methods prevail in Canada also.

The Board states that another undesirable emphasis in the United States pictures is the preponderance given to social drinking.

Ontario may congratulate itself upon the intelligent and courageous report of its Board of Censors.

"SUNNYSIDE."

Among the reports for the year 1931, which have recently come to the office, is that of "Sunnyside," or the Orphans' Home and Widows' Friend Society, of Kingston, Ontario. Founded in 1857, and incorporated in 1862, it serves Protestant children over three years of age, generally up to twelve years. It is one of four child caring agencies in Kingston and one of the oldest children's agencies in the province. The report of its seventieth year of activity is noteworthy, not only for the type of work recorded, but also for its constructive point of view in the child welfare field. Particularly happy is the note with which the report opens—"For every child, understanding and the guarding of his personality as his most precious right."

The statistical report shows the total number of children admitted during the year as 50 and the number discharged, 59. Of these 11 were discharged to parents, 10 children were placed in boarding homes and 2 in adoptive homes. At the end of the fiscal year, September 30, 1931, there were 16 children under care.

The superintendent aptly describes the lines along which "Sunnyside" attempts to work when she says, "We have acted especially as an

agency for the welfare of children requiring care and protection through the breaking up of their homes. Whenever possible advice and assistance have been given to the parents, and wherever possible effort made to hasten the re-establishment of the child's own home."

The report refers to the Child Welfare Survey made during the year by the Canadian Council on Child and Family Welfare under the auspices of the Kiwanis Club and states that the Board voted unanimously to co-operate in carrying out one of the major recommendations of the Survey, viz: the creation of a Central Placement Bureau Committee, composed of eight members elected by the Children's Aid Society, but nominated two each from the Boards of the four child caring agencies in the city.—E.K.

REGINA'S FINE ACHIEVEMENT.

One of the inspiring by-products of the present depression has been the courage and ingenuity with which community upon community has risen to a situation of unusual strain.

Of no place in Canada is this perhaps more true in respect to its voluntary charities than the city of Regina. Before the New Year the Lieutenant-Governor of Saskatchewan formed an Emergency Distress Fund which, appealing throughout the Province that has been faced with crop failures as well as unemployment and economic depression, realized \$56,659.33 in cash alone with much more in pledges.

Though Regina was the focal point for the southern distressed area, her givings have totalled \$28,047.60 or more than one third of the total provincial fund. Most of this money was raised before the New Year with a supplementary appeal in January.

One of the splendid features of the Regina appeal has been the way in which the employees of a large group of firms have given from reduced income to aid those who were without earnings.

Another splendid feature of the fund was the way in which national firms and interests, closely associated with Saskatchewan in a business way gave generously to local needs. The Winnipeg Grain Exchange was responsible for a contribution of \$11,000.00, while the T. Eaton Company and Lady Eaton each contributed \$2,500.00, and the Robert Simpson Western Company contributed \$1,500.00. The General Motors, the Ford Motors and other national agencies also made large contributions while the Imperial Oil contributed \$3,500.00.

MORE BOOKS ON UNEMPLOYMENT PROBLEMS.

(Suggested by Dr. Hugh Dobson, Board of Social Service and Evangelism, United Church of Canada, following on publication of our Reading List in January.

Unemployment As A World Problem.

By Karl Pribran, E. J. Phelan, and John M. Keynes.

Published by the University of Chicago Press.

The Way To Recovery.

By Sir George Paish, School of Economics, London University.

Money Vs. Man.

By Prof. Soddy, Oxford University Press.

The Ordeal of This Generation.

By Prof. Gilbert Murray.

Unseen Assassins.

By Norman Angell.

BOOK REVIEW

Backward and Brilliant Children, by Dr. S. B. Sinclair, Ph.D.

This book is a splendid introduction to the field of mental measurements, and the study of children who deviate in a marked degree from the normal.

It is written in an interesting conversational style and explains clearly many technicalities which puzzle the novice. It is primarily a book for parents and those who are not trained in the understanding of exceptional children.

The Department of Education for the Province of Ontario recommends the book for those who have to do with backward or brilliant children in the schools.—F.D.

Bound in cloth. Price \$1.00. Ryerson Press.

(Continued from inside front cover)

- No. 55. The Non-Academic Child.
- No. 56. Protection Against Diphtheria.
- No. 57. You Wanted to Know Something About the Canadian Council on Child and Family Welfare.
- No. 58. Social Service Exchange.
- No. 59. Relief and the Standard Budget.
- No. 60. Helping People in Need.

Record Form and Instructions, (designed for use in the present unemployment situation).

Charts—(Wall Size)—

- Nos. 1, 7, 10, 14. Infant Mortality Rates in Sixty Canadian cities (Statistics 1924, 1925, 1926, 1928).
- Nos. 9, 12, 16. Is your District Safe for Babies? (Rural Infant Mortality Rates, 1925, 1926, 1928).
- Nos. 2, 8, 11, 15. Why Our Babies Die. (Statistics, 1925, 1926, 1927, 1928).
- No. 4. Illiteracy Breeds Illiteracy, 1921 Census.
- No. 6. Child Placing is Child Saving.
- No. 8. The Vicious Treadmill (Illiteracy in Cities—1921 Census).
- No. 13. A Blot on the Map of Canada. (English and French)

- Posters (at cost)—**
- | | |
|---------------------------------------|---|
| No. 1. "The Gay Adventurers." | No. 4. "Baby's Stomach is Very Small." |
| No. 2. "The Protection of the Child." | No. 5. "Have You a Clean Bill of Health." |
| No. 3. "Every Canadian's Heritage." | No. 6. "The Porridge Party." |
| No. 7. "The Sun Baby." | |

Pre-Natal Letters—(In English and French). A series of nine letters giving pre-natal help and advice. (Free).

Post-Natal Letters—A series of twelve letters giving post-natal help and advice. (Free).

Child Welfare Problems in Habit Formation and Training—(A series of six pamphlets). (Free).

Patterns—Layette Patterns and Patterns for Abdominal and Hose Supports. (At cost).

Diet Folders—Series 1, 2, 3, 4, 5—dealing with the child's diet from birth to school age. (At cost).

Health Record Forms—For the use of physicians, clinics, conferences, etc. (At cost).

Record Forms—(1) Child's History. (2) Family History. For the use of children's agencies, institutions, etc. (At cost). (3) Physical Record Forms for Institutions. (At cost).

Annually—Proceedings and Papers of the Annual Meeting and Conference.

Official Organ—"Child and Family Welfare," issued bi-monthly.

* Out of Print.

Canadian Council on Child and Family Welfare

Founded in Ottawa, in 1920, as the result of a National Conference of Child Welfare Workers, convened by the Child Welfare Division, Federal Department of Health.
COUNCIL HOUSE, 245 COOPER ST. OTTAWA, CANADA.

OBJECTS.

1. To promote in co-operation with the Child Welfare Division of the Federal Department of Health, and otherwise, the general aims of the Council :
 - (1) By an annual deliberative meeting, held preferably in September or May, of each year
 - (2) By the activities of subsections of membership on Child Hygiene, The Child in Industry, Recreation and Education, The Child in Need of Special Care, The Spiritual and Ethical Development of the Child.
 - (3) By affording a connecting link between the Child Welfare Division of the Federal Department of Health, and the Council's constituent bodies.
 - (4) By such further developments of the general program of Child Welfare as may be recommended from time to time by the executive or any sub-committee thereof.
2. To arrange for an annual conference on Child Welfare matters.
3. To co-ordinate the Child Welfare programs of its constituent bodies.

MEMBERSHIP.

The membership shall be of two groups, institutional and individual.

- (1) Institutional membership shall be open to any organization, institution or group having the progress of Canadian Child Welfare wholly or in part included in their program, articles of incorporation, or other statement of incorporation.
- (2) Individual membership shall be open to any individual interested in or engaged in Child Welfare work, upon payment of the fee, whether that individual is in work, under any government in Canada or not.
- (3) All classes of members shall have equal rights of vote and speech in all meetings of the Council.

FEES.

1. National Organizations Annual Fee, \$5.00—Representatives: 3.
2. Provincial Organizations Annual Fee, \$3.00—Representatives: 2.
3. Municipal Organizations Annual Fee, \$2.00—Representatives: 1.
4. Individual Members Annual Fee, \$1.00—Representatives: 1.

In electing the Governing Council and the Executive, all members will be grouped according to their registration by the Treasurer.

Every member will receive a copy of the proceedings of the Annual Conference and such other publications as may be published from time to time.

EXECUTIVE 1931-1932.

- Past President—**
Mrs. C. H. Thorburn, Ottawa, Ont.
- President—**
Mr. J. Fred Davey, Ottawa, Ont.
- Vice Presidents—**
Dr. H. E. Young, Victoria, B.C.
F. N. Stapleford, Esq., Toronto, Ont.
- Treasurer—**
Mme. Jules Tessier, Quebec, Que.
- Child Welfare Division—**
Chairman, Robert E. Mills, Toronto, Ont.
- Family Welfare Division—**
Chairman, G. B. Clarke, Montreal, Que.
- Executive Director—**
Miss Charlotte Whitton, M.A., Ottawa, Ont.
- Advisory Committee on Child Welfare.**
Chairman, Lt.-Col. L. R. La Fleche, Ottawa, Ont.
- Child Hygiene—**
Chairman, Dr. J. T. Phair, Toronto, Ont.
- The Child in Employment—**
Chairman, Mr. Tom Moore, Ottawa, Ont.
- Education—**
Chairman, Mrs. W. T. B. Mitchell, Montreal, Que.
- Recreation—**
Chairman, Capt. Wm. Bowie, Montreal, Que.
- Child Care and Protection—**
Chairman, W. A. Weston, Esq., Winnipeg, Man.
- Delinquency—**
Chairman, Mr. Harry Atkinson, Portage la Prairie, Man.
- The Spiritual and Ethical Development of the Child—**
Chairman, Dr. D. N. McLachlan, Toronto Ont.

Advisory Committee on Family Welfare—

- Dr. Helen R. Y. Reid, Montreal, Que.
Miss Dorothy King, Montreal, Que.
Miss Malca Friedman, Montreal, Que.
Mr. A. Chevalier, Montreal, Que.
Miss Thelma Williams, Ottawa, Ont.
Mrs. G. Cameron Parker, Toronto, Ont.
Mr. J. H. T. Falk, Vancouver, B.C.
Miss Mary McPhedran, Vancouver, B.C.

Governing Council.

- Mr. F. C. Blair, Ottawa, Ont.
Dr. F. S. Burke, Ottawa, Ont.
Mr. C. A. Seguin, Ottawa, Ont.
Mme. P. E. Marchand, Ottawa, Ont.
Mr. C. S. MacDonald, Toronto, Ont.
Mr. C. L. Burton, Toronto, Ont.
Mrs. J. S. Driscoll, Toronto, Ont.
Miss Gertrude Childs, Winnipeg, Man.
Mrs. R. A. Rogers, M.L.A., Winnipeg, Man.
Mrs. J. A. Stewart, Perth, Ont.
Dr. Frank Pedley, Montreal, Que.
Mr. John T. Hackett, K.C., Montreal, Que.
Mr. W. McL. Clarke, Montreal, Que.
Mr. A. M. Belding, Saint John, N.B.
Miss H. Dykeman, Saint John, N.B.
Judge E. H. Blois, Halifax, N.S.
Mrs. Harold Riley, Calgary, Alta.
Mrs. R. J. MacDonald, Saskatoon, Sask.
Miss Laura Holland, Vancouver, B.C.
Miss Olive Snyder, Victoria, B.C.

Honourary Counsel.

- Senator the Hon. R. Dandurand, K.C.
W. L. Scott, Esq., K.C., Ottawa.
W. L. Hall, Esq., K.C., Halifax.
Judge P. A. Choquette, Quebec.

Advisory Finance Committee.

- Hon. Senator H. H. Horsey, Ottawa, Ont.
John B. Laidlaw, Esq., Toronto, Ont.
C. L. Burton, Esq., Toronto, Ont.
J. M. Macdonnell, Esq., Toronto, Ont.
W. H. Carruthers, Esq., Toronto, Ont.
James A. Richardson, Winnipeg, Man.
Philip Fisher, Esq., Montreal, Que.
Col. Nelson Spencer, Vancouver, B.C.
W. H. Lovering, Hamilton, Ont.
R. L. Smith, Hamilton, Ont.
Hon. Senator D. O. L'Esperance, Quebec, Que.
Mrs. J. A. Stewart, Perth, Ont.
Mr. Jas. D. McKenna, St. John, N.B.

